SEPTEMBER 1965

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

SEPTEMBER 1965
Vol. 2 No. 9

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

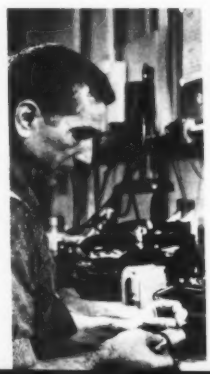
Changing Attitudes Toward

A blind addressograph operator.

Both men have leg disabilities incurred from WW II: left, amputated left leg; right, both legs paralyzed.

Unable to use her fingers, but still a good typist.

Although blinded during the war, he inspects electrical tubes for faulty parts.



There is an old word with a new meaning in today's working vocabulary—that word is *attitude*. While tremendous changes have been taking place in technology and medicine, nowhere has change been so apparent as in the attitudes of educational and governmental institutions and the general public toward the handicapped.

Historically, the lot of the disabled has been a bitter one. In ancient Sparta, newborn children were brought before the elders who decided whether they were to be reared; weak or defective infants were left alone to die of exposure. In the days of the Roman Empire, deformed human creatures of all kinds were in great demand as slaves. The derivation of the word "epilepsy" reflects the old belief that the epileptic was "possessed." The mentally deficient were sometimes destroyed, sometimes respected, and sometimes treated as public fools. The mentally ill were not thought of as sick, but possessed of devils, and cruel forms of torture were designed to make the patient's body such an unpleasant place of residence that the devil would leave. Less than 200 years ago, mental patients were exhibited to the public for a fee.

Vast changes in attitudes toward the physically and mentally handicapped have taken place since those days. Where once the family, often at great personal cost, formed a circle of protection and even secrecy about its seriously ill and disabled members, advancing science and technology have now taken the hopelessness out of many handicaps and the community has joined hands with the family to broaden the horizons of the disabled. It should be pointed out, however, that the most significant changes have come about rather recently. Governors' and local committees working with the President's Committee on Employment of the Handicapped, dedicated industrialists, labor unions, and public and private organizations have worked unceasingly to bring about these changes in attitude. It is hard to realize today that only a few years ago, the "insane asylum" was still a frightening place full of dangerous people, and that the Federal program for vocational rehabilitation of disabled persons is only 45 years old.

In a very real sense, this change in recognition of a public rather than a strictly private and individual responsibility for the welfare and rehabilitation of the disabled was a forerunner of the current public policies and programs directed toward the maximum development and use of all our manpower resources. Recent manpower legislation recognizes the multifaceted character of today's economic problems and their impact on human resources. It recognizes the existence of pockets of poverty, of bias

Jobs for the Handicapped

LOUIS LEVINE
Director
U.S. Employment Service

and prejudice, of inability rather than unwillingness of many to compete in job markets. The victims of these conditions have come to be known as the disadvantaged—and many handicapped are found among them.

Experience shows that skilled workers in demand occupations have little difficulty in being accepted by employers, regardless of their physical or cultural handicaps. Disadvantaged persons lack not only occupational skills, but also the know-how to choose an appropriate occupation, acquire a salable skill, or find a suitable job. They may therefore find themselves at the mercy of rigid general hiring requirements which may have little relevance to the ability of a specific individual to perform an equally specific job.

The unskilled handicapped person is likely to face a medical examination which usually excludes him because of his handicap without considering any adaptations which he may have made to compensate for it. He is defenseless in the presence of hiring and supervisory practices which often do not allow for an understanding of the nature of the handicap involved, or fear to break with a tradition of "hiring only able-bodied workers."

The public Employment Service, as never before in its history, faces the challenge not only of technological change but also of sociological change. In common with other public and private agencies, under new legislation, as the community manpower service center, we must discard old concepts and develop new and appropriate ones. The development of employment counseling and the heavy responsibilities in the administration of manpower programs to attack the causes of longtime and hard-core unemployment have changed our task. Now it is twofold: (1) to prevent longtime unemployment; and (2) to retrieve those who, because of diverse handicaps, are unable to obtain work and who are sinking deeper and deeper into poverty, taking the members of their families with them.

It has already been shown through rehabilitation and training programs that the handicapped are capable of making a significant contribution to our economy. The challenge is for us in the Employment Service to see that they have the opportunity to do so.

In order to achieve these goals, we will need greatly increased individual attention. The applicant who once was a tally mark on a score sheet is now sharply in focus as a person with his own particular needs and abilities. He comes to us hoping for much more than a "lucky break." He needs and has a right to expect individual help so that he can become self-supporting and achieve full measure of his human dignity as a contributing mem-

A senior laboratory technician despite his mechanical right hand.

Punching in at a motor plant.

Top, blinded at age 17, she now operates a wire forming jig to make mop head frames.
Bottom, a deaf mute key punches and processes cards on cost reports.

ber of society. It often will be necessary to reverse the old process and start with the applicant seeking a job instead of the job opening seeking a worker.

We must embrace these new and positive attitudes. We must see ourselves as frontline workers in a great human reclamation operation. For these people, matching employment capacities with the demands of jobs is not enough. In addition to needing employment, they may need self-understanding of their handicaps, whether physical, mental, educational, cultural, or vocational. They need encouragement and motivation, in spite of their hopelessness, to take advantage of opportunity. The problems we face grow in number and complexity as in the changing world of work we try to fit the person with limitations into the labor force.

We must establish communication. Radio, television, and the illustrated magazines provide excellent means for reaching the disadvantaged, but there is no substitute for personal contact. Recent demonstration projects to rehabilitate the disadvantaged show that one of the most serious problems encountered is the inability of project workers to communicate effectively with the people they are trying to help. In the same way as an interviewer or counselor learns to speak the "language" of a particular occupation, he has also to acquire a sensitivity to the needs and frustrations of the disadvantaged—to create the feeling that he really *cares*. He stands between the applicant and the employer, transmuting frustration into hope, and prejudice into productivity.

Paralyzed from the chest down, this man is a scheduling supervisor for the sheet metal shop of a large company.

We must improvise, innovate, venture—go beyond the boundaries of a rigid routinized administrative system. Every time a counselor deals with a difficult case he moves into an area where there is no ready precedent to fall back on. He can arrange for a demonstration of an applicant's particular skill; he can suggest slight but often ingenious modifications in a work area to permit a handicapped person to do a job. When the need is great, necessity has to create its own adaptations.

We must become familiar with many jobs in the world of work. Many disadvantaged persons appear to be lacking in motivation and aspiration, when in reality they are lacking in any knowledge or understanding of the enormous variety of jobs and opportunities provided by our highly developed economy. The counselor, as well as the job analyst or employer relations visitor, should have an opportunity to observe many kinds of jobs so that he can identify those that a particular handicapped person could perform. He should develop an ability to envision the applicant performing these jobs. The experienced and imaginative counselor or placement interviewer working with employer orders and employer records can discover jobs that the handicapped person does not even know exist in his community.

We must cooperate with other disciplines. The services available to the disadvantaged at the public employment offices are unique. No other government agency is dedicated primarily to selecting and placing individuals in employment. With 32 years of experience in these areas, we have much to offer. But a total war on poverty must be directed to the total individual, involving the fields of medicine, education, vocational training, and rehabilitation, as well as employment. The team approach in many fields of activity is daily demonstrating that a concerted attack on a problem will succeed where individual effort may fail.

Deaf and almost mute because of spinal meningitis, the man at left listens with his eyes to instructions for his machine tool set-up and operation work.

We must create jobs where none existed before—not "busy" work, but jobs as envisioned by the Neighborhood Youth Corps, or a Community Action Program. Workshops should be established when necessary, so that each individual may come to feel a sense of personal worth and accomplishment. Much more needs to be done along these lines. We of the Employment Service know that a rising level of economic activity makes available many jobs for the handicapped and other disadvantaged individuals. Every time a handicapped person makes good on the job, he opens the door a little wider for the next one.

We must make the best use of our resources in terms of money, time, and dedication to a difficult task. At one time our biggest contribution was measured in terms of transactions—numbers of applications, counseling interviews, firms

(*Continued on page 8*)

BLUE SKY THERAPY

Veterans Administration Hospital, Canandaigua, N.Y.

for the Mentally Ill Veteran

ROBERT B. SNYDER

A pioneering venture in employing mentally ill patients to harvest apples and paying them wages reaps benefits to both patients and the farmers and reveals what creative thinking and community cooperation can do.

Sam looked skyward through the brown autumn leaves and the deep red apples. The fall sun and the bright blue sky gave him a warm comfortable feeling. For a few minutes he watched some small billowy clouds float lazily across the sky. Then he reached up into the leaves, picked another bright red apple and placed it in his picking bag. Sam was one of 40 mentally ill patients at the Canandaigua, N.Y., Veterans Administration Hospital who were undergoing a new type of group work therapy—harvesting apples on an Ontario County, New York, farm.

Sam's work in the fall sunshine was helping him on his long road to recovery, and, equally important, Sam and his fellow patients were definitely helping to alleviate a farmworker shortage in the area that is becoming increasingly acute each year. This 1964 pioneer experiment, by the Physical Medicine and Rehabilitation Department of the hospital, has proved so successful that other areas of farmwork and related activity are being explored during 1965.

How did this experiment come about? Seeds for the idea were developed in the fall of 1963 when a number of men interested in the hospital's activities sat down for a get-acquainted session. The hospital had a new chief of vocational counseling—a man with a fine record of helping the mentally restored back to productive employment. Meeting with him were the local County Veteran Service Agency Director, the Manager and the Farm Employment Representative (who also doubled as the Local Veterans Employment Representative) from the Canandaigua Employment Service Office, and the Assistant Veterans Employment Representative for New York. The Veteran Service Agency Director and the AVER were arranging a program with the hospital, to be held during the annual NEH Week, when the hospital was to be awarded the American Legion's New York State Citation for Employment of the Handicapped.

The group discussion included the hospital's new PREP Workshop, where patients were being exposed to outside working conditions and other phases of industrial therapy used in the hospital. One of the ideas discussed was the use of men, those living in foster homes and those residing in the hospital, in area fruit harvesting. The group agreed that pool transportation, proper diet

Robert B. Snyder was an Assistant Veterans Employment Representative for New York.

These patients in work therapy are taking part in the "fall leaf roundup."

box lunches, necessary medication, and a monitor would have to be provided by the hospital or a community committee. Because of the lateness of the season and the problems involved, no action was taken that year.

However, the same men were instrumental in fostering another idea—the establishment of a local chapter of the President's Committee on Employment of the Handicapped. A representative of a local public utility was appointed temporary chairman and the group began to function. The first project was a luncheon to which the Chairman of The Governor's Committee for Employment of the Handicapped and his Executive Secretary were invited. About 80 area men and women, including the County Board of Supervisors, attended. One Supervisor, who owned a fruit farm, became deeply interested in the possible use of men from the hospital to assist in harvesting.

The hospital staff then began to explore ways of providing the necessary equipment, supplies, and personnel to set up such an experiment. The local office FER offered the help of the Farm Placement Service in finding suitable work locations and in setting up an equitable pay program.

In addition to the therapeutic and social aspects of such a project, area farmers were interested because local labor for the crash type weeding and harvesting jobs, which must be done in a matter of days, was practically nonexistent. For various reasons, migrant crews were being channeled into other States. By 1964, the worry over adequate farm help had become a matter of serious concern to western New York growers and food processors. This major grape and apple producing region was a desirable area in which to try the VA program.

The first location for a work project was at the farm of the previously mentioned County Supervisor, where the hospital planned to pick apples for its own use. A work force was developed from those patients already active in the industrial-agricultural therapy unit. The patients understood that they would not receive compensation for this effort. For many, the pleasant ride through the countryside and the brief work in the apple harvesting was adequate pay. But the grower noticed that many seemed to be truly enjoying themselves and could apparently pick apples on a productive basis.

He suggested that a unit return to assist him in his total harvesting program. Approval for the project was obtained from the Chief of Staff and the Hospital Director. The Employment Service was contacted in regard to obligations and regulations relating to the work. A piece rate per bushel harvested was arranged, and the hospital assumed responsibility for accidents and related considerations.

At the end of the second day's work (the first day for which the patients were paid), the production of the small group of harvesters was 140 bushels—3½ times that of the previous day when the apples were picked "free" for hospital use.

Wanting to make this as much like an actual work situation as possible, the supervising staff of the hospital arranged for the grower to prepare weekly checks for the men according to their production rate. Arrangements were made for the men to stop at the local bank to cash their own checks. The bus stopped, the men visited the bank, split up at various windows, and proudly pocketed their earnings. In each patient, the hospital staff observed a sense of well-being, created by this bit of independence. The look of happiness on the faces of the patients soon eliminated any misgivings the hospital staff may have had about the program.

At the completion of this project, the local Farm Employment Representative located another apple grower who needed help. A different incentive rate was established and the crew worked until the first snowfall made any further picking impossible.

How successful was this first pioneering venture? In all, 40 individual patients worked on the project without an accident or injury. News of the work and earnings quickly spread through the wards and many additional men asked to participate. The workers felt that they were paid both in money and in something interesting to do.

Letters to the hospital from the growers expressed satisfaction with the program and indicated that the quality of the pick was better than normal. The growers had encoun-

(*Continued on page 19*)

The Mentally Restored Come Through!

F. RAYMOND DAVIS

A Veterans Hospital and the Employment Service join forces to guide mentally restored patients back to the world of work and to instill confidence in both patients and employers, proving that this manpower resource can be tapped successfully.

Seventy-five percent of the applicants placed! This is a meritorious accomplishment for any group of applicants, but, it is remarkable when all the applicants are mentally restored persons reentering the job market. This is the current level of achievement from joint efforts by the Cleveland office of the Ohio State Employment Service and the Psychology Service of the Veterans Administration Hospital in Brecksville, Ohio.

Satisfied employers have made the following statements to the Veterans Employment Representative in the Cleveland area about former Brecksville patients: "They are never absent." "They are reliable, steady workers." "They get along well with coworkers." "If you hadn't told me about his background, I'd never have known he had been in a hospital." "They are quiet and efficient workers." "His accuracy is amazing." "They try to do better than the average employee." "They follow directions well." "They are always neat and clean." "I have fewer problems with the men that you refer than I have with men hired from other sources."

The Brecksville achievement is the result of careful planning and followthrough during the past 3 years.

Dr. F. Raymond Davis is Supervisor of Service to the Handicapped and Executive Secretary of the Ohio Governor's Committee on Employment of the Handicapped.

Jack T. O'Connor, VER for the Cleveland Area, meets with the ward team to discuss the final stages of rehabilitation before placing a patient. Seated left to right: Gilbert Moore, nursing assistant; Evelyn L. Tuerck, licensed practical nurse; Jacqueline Flynn, social worker; B. Osadca, M.D., psychiatrist; Robert A. Conquest, Ph. D., psychologist; and Geraldine Drozell, head nurse. Standing left to right: Mr. O'Connor and William Varner, nursing assistant.

VER O'Connor discusses employment possibilities with patients of the hospital.

Employers Tell How Handicapped Make Good Employees

Dr. G. Roy Fugal, Consultant in Personnel Practices for the entire General Electric Company and Chairman of the Employer Committee of the President's Committee on Employment of the Handicapped, recently presented the first copy of a new Employer Booklet to Harold Russell, Chairman of the President's Committee.

The booklet, published by the Employer Committee which is composed of over 100 industrialists and business leaders, describes the advantages of hiring qualified handicapped workers, gives actual case histories of successful placements, and relates experiences which a number of firms have had with the handicapped.

The booklet was developed under the leadership of the DuPont Company with the cooperation of the Caterpillar Tractor Company, Burroughs Corporation, the Bendix Corporation, General Motors, International Business Machines, American Telephone and Telegraph, General Electric, United Airlines, and the Garrett Corporation.

The President's Committee will receive 15,000 copies of the booklet for use in promoting greater acceptance of the handicapped by employers of America.

In his foreword to the booklet, President Johnson said: ". . . Employers show that hiring the handicapped makes good business sense. Perhaps their experience can find broad application in other organizations, encouraging employers throughout the Nation to be objective and open minded in appraising job candidates."

In accepting the first copy of the booklet, Mr. Russell promised the widest distribution and said: "Now for the first time in the 17-year history of the President's Committee, we have a special educational booklet which we can offer to industry with pride. I am certain it will impress employers with the importance of including the handicapped in their hiring program."

It is based on the following steps:

1. Preparation of the patient to become a work applicant.
2. Establishment of employer confidence.
3. Close cooperation between the Cleveland office of the Ohio State Employment Service and the Brecksville Hospital Staff.
4. Adequate timely followup on placements.

The key individuals in the preparation of patients for employment are the ward team, the area Veterans Employment Representative (VER) of the Ohio State Employment Service, and the Senior Counseling Psychologist. Each ward team consists of ward psychiatrist, ward psychologist, ward social worker, and nurses and assistants.

The program was initiated through joint efforts of the Senior Counseling Psychologist, the area VER, and the State VER and his assistants.

The area VER's work starts with informal weekly visits to all wards. His objectives for this segment of the program are to:

1. Establish the confidence of patients.
2. Stimulate patient interest toward occupational adjustment.
3. Promote deliberate patient thinking, discussion, and exchange of information preparatory to occupational planning.

The ward program was based on the realization that patients must be deliberately led at their own pace to job adjustment. They must grow into it without pressure and with a minimum of uncertainty. The conditioning and stimulation of objective thinking that is developed through the ward visits lay a foundation for later stages in planning which saves time and adds assurance to the soundness of eventual job placement.

The second stage of patient preparation is informal group discussion to provide facts for the formulation of individual plans. Groups of 10 to 20 patients are assembled for guided free discussion of the necessary steps to suitable occupational adjustment. This discussion is primarily directed toward giving and interpreting information pertinent to occupational planning. It is led by the VER and ward psychologist.

The final stage of the patient's preparation is the individual planning for reentry into the world of work. During one or more interviews with the ward psychologist and the VER, the patient's specific problems and suitable fields of work are discussed. A plan for his job placement is formulated. A complete work application and all other pertinent information is sent to the employment office a week before the patient's scheduled visit. The work application is used for advance screening against current job openings and for job development.

The physical transition from patient to employee begins with a specific appointment with the area VER in the local office. The patient's transportation is arranged, and he is carefully told how to reach the VER, whom he knows well. By the time the patient arrives, arrangements have been made for a job interview with an employer. The VER gives the applicant very specific referral instructions and takes him to the employer if this seems advisable. Every effort is made to avoid any confusion for the patient. It is quite important for the patient to know exactly what to expect and to find things exactly as expected. If the patient must go to another of Cleveland's multiple offices for completion of service, he is taken directly to the VER in that office by the area VER. To insure the patient's confidence and his initial job adjustment, he is assured that he can contact the VER if any difficulty arises.

If a patient's readiness for full-time employment is at all questionable, the VER arranges for casual jobs for a few days each week until his adjustment and performance seem to warrant a full-time job. Temporary jobs lasting a month or two, such as delivering handbills, taking inventory, and seasonal clerical work, are also used to give patients actual work experience. Performance is evaluated and the successful workers are then referred to permanent jobs.

Establishing employer confidence in the mentally restored as employees has been of major concern. That effective progress has been made is

Jack O'Connor, VER (left), and Dr. Herbert Nolte, senior counseling psychologist (right), visit Max Kelso, Personnel Manager of the Sterling Linder Department Store, to discuss a patient's background and assets relative to a job opening.

evidenced by the high permanent placement ratio of the applicants from Brecksville. This success appears attributable to the joint efforts of the Brecksville staff and the VER in:

1. Screening patients as to their readiness for full-time employment.
2. Leading patients to a realistic choice of suitable occupations or fields of work.
3. Preparation for assuming full-time job responsibilities.
4. Matching the applicant with suitable job opportunity, considering his performance potential and therapeutic needs.
5. Effective presentation of applicant qualification to employers.
6. Convincing the employer that, should problems arise, the VER and the Brecksville staff will provide immediate assistance.
7. Continued employer satisfaction with former Brecksville patients.
8. Followup and prompt resolution of any difficulty.

The importance of establishing employer confidence was well understood. Great care has been exercised to insure that placed Brecksville patients will continue to be successful workers. This has been achieved to date, and every effort is being made to maintain this status. One mistake could push the achievement several steps backward. But, the mentally restored have come through. All employers who have had experience with former Brecksville patients placed through this program state that, suitably placed, they are employees of merit. The job performance of the mentally restored themselves is the key item in establishing employer acceptance.

Followup is a crucial element of the Brecksville success. It has helped in the refinement of methods and techniques, but, of greater importance, it has contributed much to employer acceptance of the mentally restored. The employer's awareness that he will have prompt and competent assistance with any job adjustment problems fosters acceptance of the mentally restored. The patient's knowledge that he will be given immediate assistance with any problems gives him an important measure of self-confidence. The hospital staff and the VER contact employers at strategic times to insure job adjustment. Employers and former patients know that a telephone call to the VER will bring immediate aid.

Restored Have Fewer Accidents

The Senior Counseling Psychologist has learned that most employers seem to believe that former mental patients are violent, unreliable, accident prone, or otherwise undesirable as employees. But when employers hire professionally evaluated and rehabilitated patients, they find just the opposite to be true. The restored get along well with coworkers, are less accident prone, and, in general, present fewer problems than the typical employee.

Research studies have corroborated the favorable impressions of the mentally restored gained through the Brecksville program. For example, in one setting, mental patients who worked with dangerous machines and implements at a variety of production tasks did not have a single lost time accident or an overt incident of aggressive behavior during "a period of 8 years, covering more than ½ million man-hours or roughly 73,500 man-days of 8 hours each."[1 2]

The mentally restored constitute an important but largely neglected source of skills and manpower. This resource can be tapped successfully when the employer, the Employment Service, and the hospital cooperate to pool their resources and knowledge about the man and the job.

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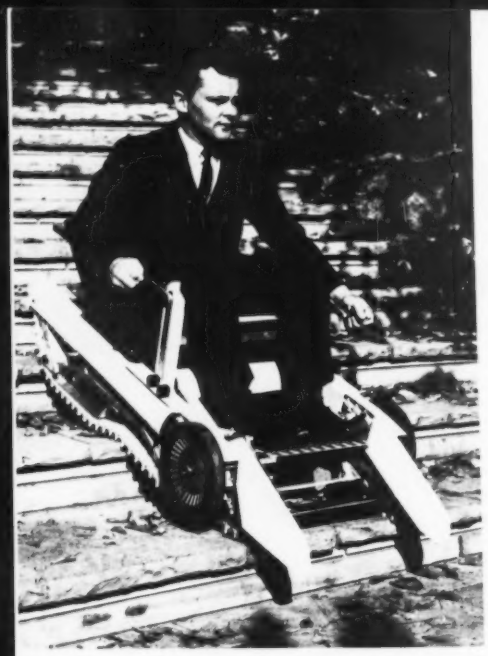
[1] *Brennan, J. J.: American Journal of Psychiatry, "Mentally Ill Aggressiveness—Popular Delusion or Reality," 120: 12, 1964.*

[2] *Brennan, J. J., and Ekdahl, A. G.: American Journal of Psychiatry, "Are Psychotics Accident Prone?" 120: 2, 1963.*

News Releases on Services to Handicapped

The long-awaited revisions of the Employment Office Training Program Unit No. 12, Services to the Handicapped, and the *ES Manual*, Part II, Chapter 8200—Services to the Handicapped, were recently released by the Bureau of Employment Security. New material in both publications reflects methods, practices, and current developments in providing services to the handicapped. Information concerning current changes in the counseling and placement processes, and new programs (OMAT and MDTA) have been included in these revisions.

It is expected that these new releases will strengthen the program of services to the handicapped and provide better techniques and methods for increasing employment opportunities for handicapped jobseekers. New emphasis can now be given to in-service training plans for all staff serving the handicapped. In addition, with the current establishment of Youth Opportunity Centers, where at least one trained selective placement specialist is a legal requirement, the new training unit and Manual revision are timely releases for providing the necessary tools for selection of trained personnel.



Stair-Climbing Wheelchair

A stair-climbing wheelchair, shaped like a toy Army tank with an upholstered chair perched on top, was acclaimed winner of an inventors' contest sponsored by the President's Committee on Employment of the Handicapped and the National Inventors' Council of the United States Department of Commerce.

The wheelchair, designed by two young Canadians, creeps along like a caterpillar with its rugged treds groping their way up and down stairs. Because the chair can tilt backward or forward, the occupant always remains in an upright position, no matter which way the wheelchair is heading.

The winners, Neville E. Hale and Kenneth Gardner, are partners in a firm of engineering consultants in Port Credit, Ontario. They joined forces in early 1961. During their second year together, they heard about the stair-climbing wheelchair contest, and worked many months designing a chair and then building a prototype.

As first-prize winners, they received $5,000, donated by the Gold Seal Company of Bismarck, N. Dak., through the courtesy of its president and board chairman who, for many years, has been active in affairs of the handicapped.

The new wheelchair has many unique features. It is fall-safe. It is operated by battery power. Push-button controls are located near either the right or left hand of the user. Complex as it seems, it is light and compact, folding into a size small enough to fit easily into the trunk of a car. Swing-away arm rests allow a user to wheel himself right up to a desk or table.

More than 500 entries were received. Initial screening was done by scientists at the National Bureau of Standards. Final judging was done by Dr. Donald E. Marlowe, dean of the School of Engineering at Catholic University, Washington, D.C.; A. Bennett Wison, executive director of the Committee on Prosthetics Research and Development of the National Academy of Science, Washington, D.C.; and Rivington Stone, senior staff engineer at the Johns Hopkins Applied Physics Laboratory in Silver Spring, Md. Both Mr. Stone and his wife are confined to wheelchairs.

This is the second stair-climbing wheelchair contest. The first one, held several years ago, did not produce any fully workable, lightweight, reasonably priced designs.

Commenting on the contest, Harold Russell, chairman of the President's Committee, said: "The development of the stair-climbing wheelchair marks a major step forward in independence of the physically handicapped. Able to move where he pleases without constant aid, the handicapped user of this chair will find new worlds opening up for him."

(*Continued from page 2*)

visited, and placements. Quantity of transactions is no longer an adequate measure of service. Counseling, testing, training, job development, and placement for the disadvantaged applicant take time. Whenever new programs are undertaken by already overburdened local office staff they tell us, "We are currently able to meet the need . . . at the expense of the mainstream counseling function," or "We have not been able to meet the request . . . because of shortage in staff." In the absence of adequate staff and funds, priorities have to be established—we have to modify our emphasis to meet the pressures of critical needs because, essentially, we are a service agency with responsibilities to the disadvantaged jobseeker unequaled by any other single organization.

We began with a reference to the importance of the changing "attitude" toward our work and the people we serve, specifically the handicapped persons in our work force. This is indeed important, just as we must "care" about the job market problems confronting these people and the services they require.

These together, however, are not enough. The true test of our effectiveness in serving the handicapped in the work force is in our performance. "Behavior" on the job should encompass both the changed attitude and the concern for the counseling and employment needs of handicapped people. The extra effort, reflected in actions extending beyond the procedures and methods set down in manuals and handbooks, is the best proof that the Employment Service is truly striving to achieve the goals of an active manpower policy which are wholly consistent with those of the "Great Society."

Change has challenged us—in the words of Oliver Wendell Holmes, ". . . the great thing in this world is not so much where we stand as in what direction we are moving."

es newsletter

YOUTH OPPORTUNITY CAMPAIGN

The President's Youth Opportunity Campaign to spark interest and action in getting summer jobs for young people has brought gratifying results, according to reports received from the local Employment Service offices. The campaign began on May 24, 1965, and through the week ending July 31, youth had made some 2,350,000 contacts with the local offices to get help in finding summer jobs. More than 79,300 inquiries were received from employers, the responses resulting in some 735,680 job openings suitable for youth.

During June alone, an estimated 1,221,000 youths were in touch with the local offices, while the more than 40,300 employer responses provided the ES nearly 323,660 job openings for young persons. In the same month, new applications from youth totaled 837,100, an increase of 42 percent over the year, and 58,000 youths were given counseling interviews, up 25 percent from the previous year. June youth nonfarm placements, at 219,500, were up nearly 26 percent from last year. The largest percent gains were in unskilled jobs, 48 percent; semiskilled, 41 percent; and professional and managerial, 36 percent. The reports indicate that much of the sharp increase can be attributed to the Youth Opportunity Campaign.

MINORITY GROUPS CONFERENCE

The 1965 Conference of Employment Service Minority Groups Representatives was held in Miami Beach, Fla., August 1-4. The meeting was held in conjunction with the Annual Conference of the National Urban League, with ES representatives taking part in Urban League workshops and League delegates in the ES conference. A major topic of discussion was the advancement of equal employment opportunity in compliance with titles VI and VII of the Civil Rights Act. Much of the talk centered on the problems of improving ES services to minority groups, on what steps could be taken in the future that would make these services more effective, and on strengthening relationships between minority groups organizations and the ES at all levels of operation.

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JOB CORPS AND ES

On July 23, 1965, Secretary of Labor W. Willard Wirtz and Sargent Shriver, Director of the Office of Economic Opportunity, announced an interagency agreement for the screening of young men for the Job Corps. The new agreement extends one already in operation for screening out-of-school, unemployed young men aged 16 through 21 for training in the residential Job Corps centers being established throughout the Nation. Forty-two of the centers for young men are now in operation and the number is expected to double by the end of the year. In the new agreement, the local ES offices will do about 90 percent of the Job Corps screening; the remaining 10 percent is covered by individual contracts with other agencies. It is estimated that the ES will screen more than 40,000 young men in all 50 States in fiscal 1966.

Officials of the Office of Economic Opportunity have praised the job done by the Employment Service in interviewing and testing candidates for the Job Corps. According to Dr. Otis A. Singletary, Job Corps Director, "The Employment Service screening operation made it possible for us to meet our goal of having 10,000 young people in centers by July first."

LABOR MOBILITY PILOT PROJECTS

By the end of fiscal 1965, 220 workers and their families had been relocated and 154 other moves were in process as a result of the labor mobility projects being conducted by State employment security agencies under section 208 of the Manpower Development and Training Act.

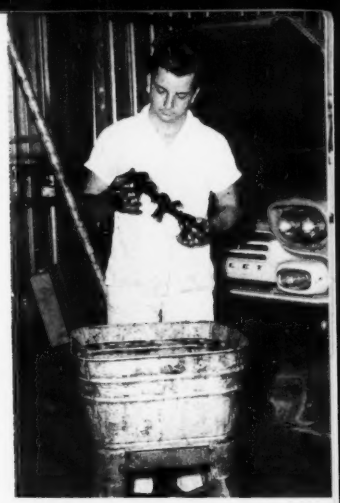
The pilot program was authorized after House Committee hearings revealed almost unanimous support for relocation allowances. The initial program consists of 11 projects carried on by State employment security agencies and five by private nonprofit institutions. From the experience gained in the pilot projects, the Committee will determine whether relocation should be provided on a wider basis and, if so, the nature of the legislation needed. Four million dollars was provided for fiscal 1965 and $5 million was authorized for each of the fiscal years 1966 and 1967 to conduct the program.

SERVICE TO AMERICAN LIBRARY ASSOCIATION

The first national registry service for ES placement of professional workers was established by the Illinois agency for the American Library Association in early August. The registry is located in the Chicago professional placement center. Orders for librarians and applications received by local offices of all State agencies will be referred to the registry. They will be screened there and applicant selections will be sent to the appropriate order-holding offices.

This new service has brought inquiries from other professional associations, and expansion of activity will depend largely upon the success of the Chicago registry.

ES Role in Serving The Mentally Retarded



WILLIAM M. NELSON

Individual attention, personal interest, job market knowledge, plus the services of a Selective Placement Specialist, are the prime ingredients for successful ES services to the mentally retarded applicant.

Placement service to the retarded is a team effort in Louisiana. This team consists of the Vocational Rehabilitation Counselor and the Employment Service Specialist. Each plays a positive role in attaining the goal of employment for the retarded.

The Division of Vocational Rehabilitation and other groups have long been active in serving the retarded, while Employment Service activity in this field is relatively recent. The Employment Service assisted Vocational Rehabilitation in the development of the Louisiana Evaluation and Training Centers for the retarded in Alexandria, Lafayette, Lake Charles, Monroe, and Shreveport by providing job market and specific occupational information. This material was used to develop training programs oriented to the needs of local employers.

William M. Nelson is State Supervisor of Service to the Handicapped, Louisiana Division of Employment Security. *This article was prepared with the cooperation of Vocational Rehabilitation and Employment Service personnel serving the retarded.*

Employment Service personnel participate in the Center programs by serving on boards of directors and on admission and placement committees. In Lafayette, for example, the local office manager is Vice President of the New Hope Center. In Lake Charles, the manager is Chairman of the Placement Committee of the Calcasieu Training Evaluation Center for the Mentally Retarded. Direct services to the Centers are provided by the local office staff member designated to perform the selective placement function. This person speaks to the groups about job opportunities and provides individual service as required. In New Orleans, the Employment Service cooperates with the vocational schools for retarded boys and girls. The district supervisor serves on the board of the school for girls.

In 1962, Vocational Rehabilitation requested additional placement assistance for clients at the John Eskew Center for the retarded in Alexandria. The local ES manager studied the problem and requested a staff position to fill the need. The wheels of progress grind slowly, and in 1964 a selective placement specialist was assigned to the Alexandria office. This position was established to give service to all handicapped applicants, but with special emphasis on service to the retarded. The staffs of the Center and of Vocational Rehabilitation helped the specialist to develop a thorough understanding of the employment capacities and employment problems of the retarded.

The Alexandria office manager and staff have a genuine interest in the program and exert extra efforts to assist the specialist in placing the retarded and other handicapped applicants. They provide job leads and discuss orders for which handicapped applicants may be available.

The services provided to the retarded include application taking, employment counseling, aptitude testing, and placement. These services are basically the same in all Centers and are part of the scheduled program. The Alexandria pilot project is used to illustrate services provided. Applications are taken during the evaluation period. Information is obtained from the client, VR Counselor, and Center records. The GENERAL APTITUDE TEST BATTERY is administered later in the evaluation period; however, in its present form, its usefulness for these applicants is limited. Following evaluation, the specialist meets with the evaluator, VR counselor, instructor, and other personnel to discuss each client. From this discussion and a subsequent interview with the client, an employment plan is developed. The client next begins training in good work habits and is exposed in training to several occupational areas. Employment plans may be tentative pend-

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A client who was trained at the John Eskew Center for work as a mechanic helper is given last minute instructions before being taken to a job interview. Left to right: "Ike" Hudson, ES Selective Placement Specialist, Alexandria ES office; the client; Norman Mier, Evaluator, John Eskew Center; and Carl Hefley, VR Placement Counselor, Alexandria office.

ing further observation of the client and his progress in training.

Near the end of training, the VR counselor and the ES specialist discuss job opportunities for each client. Placement of the retarded is not simply a matter of referral on an order or calling an employer, developing a job, and sending the client to be interviewed. Frequently, visits to employers by the specialist and the VR counselor are necessary to "sell" the client and to assist the employer in understanding his employment capacities and limitations. The client also requires pre-interview preparation, which may include arranging transportation and housing. More often than not, the ES specialist and the VR counselor accompany the client to the employer's establishment. They may also participate in the interview. In the followup, which is an essential part of placement service to the retarded, the employer receives assurance that the services of the ES specialist and the VR counselor are readily available if problems arise.

Service to the retarded requires time, personal interest, knowledge of the job market and employer requirements, individual attention, and teamwork. Time is required for adequate job solicitation and development through employer visits; preparing the client for the interview; completing records; insuring that the client has transportation and housing; developing the client's understanding of the job demands and his responsibilities; taking the client to the interview; assisting him in getting the job; and followup. A close and constant working relationship between the ES specialist and the VR counselor is required. In the Alexandria project, there is a free exchange of ideas and information and complete personal confidence in this relationship. The retarded have received a wide range of services through this association.

Statistics demonstrate the success of the Alexandria project. During fiscal 1965, handicapped placements increased 68.8 percent over fiscal 1964. Referral of VR clients to the Employment Service for service tripled. Approximately a fourth of all handicapped placements during fiscal 1965 were of VR clients compared with only 14 percent in fiscal 1964. Nearly 20 percent of the VR clients placed during fiscal 1965 were mentally retarded. The specialist estimates that 85 percent of the retarded clients served were placed. They are working in laundries, restaurants, nurseries, and at military installations in such jobs as

(Continued on page 53)

Research on Employment Problems of Mentally Retarded

The Department of Labor's 10th project to assist the Nation's mentally retarded toward greater employment opportunities is now fully underway in New York City.

Supported by a special Manpower Act research contract with the Association for the Help of Retarded Children, the project is an integral part of the broad Federal program, involving several agencies, now underway in this field. The Manpower Act aspect of that program involves not only direct assistance to retardees in the development of useful work skills and self-reliant lives but also a major research effort to learn more about how these twin goals can be achieved.

Earlier research has revealed that some 3 million of the Nation's 3.3 million working-age retardees are considered capable of learning the skills required for lower-level jobs. Of the 125,000 retarded children born each year, some 110,000 could be equipped to eventually perform useful and rewarding work. Present research of the kind now taking place in the New York City project is to determine the kinds of jobs best suited to these workers and to develop specialized job placement methods for them.

In the New York City project, 500 young retardees are being selected from two categories of employment experience. Half of the group will have been out of school and in the job market for 2 years; half will have been out of school and in the job market for 5 years.

Emphasis in the study will be on retardees' current employment status, stability of employment and earnings, types of job categories and placement methods used, use of public and voluntary agencies in seeking work, and practices of social agencies in developing employment for the retarded. In addition to examination of school records, the study will include home interviews with each subject and psychological evaluations of selected subgroups.

Cooperating for the Handicapped in Idaho

BOB ZIMMERMAN

Enthusiastic community action and improved and more effective training are the ingredients of a new approach in Idaho to helping its handicapped citizens lead more useful and productive lives.

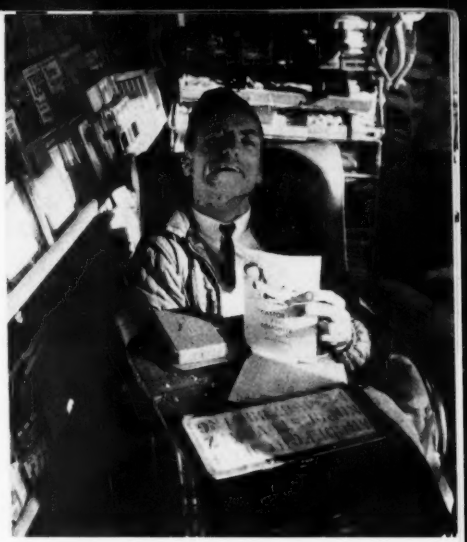
Idaho has long been proud of its handicapped placement program, initiated by the Governor's Committee on Employment of the Handicapped, and working in cooperation with the Employment Service. A successful year-round program requires enthusiastic community support, along with professional agency interest and activity. This Committee, whose members are appointed by the Governor, meets twice a year in spring and fall sessions. The membership is divided into seven subcommittees designed to give emphasis to the various phases of the handicapped program, namely, Publicity, Ability Counts Contest, Poster Contest, Awards Program, Employment, Architectural Barriers, and Mental Health.

We also feel that volunteer groups in individual communities serve a vital role at the local level in their dedicated effort to the problems of the handicapped. The Governor's Committee has been instrumental in setting up community committees in eight major cities. The Mayors of these cities have taken an active interest in their formation and maintenance; each committee is known as the Mayor's Committee. We have found that interest and enthusiasm for the handicapped program reach a high pitch during National Employ the Handicapped Week, but these local committees help to carry on a most effective year-round program.

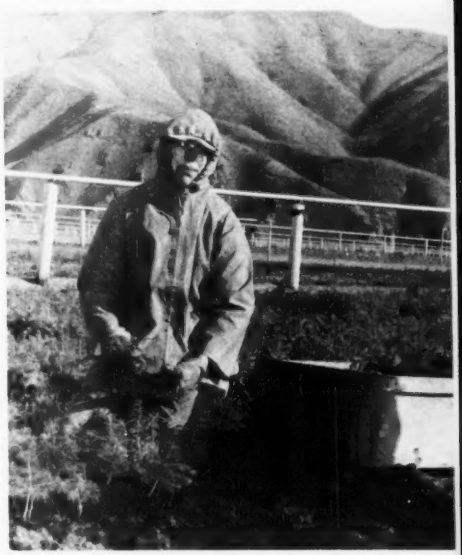
Monthly meetings are held by these local groups. Promotional materials, films, and other program materials are provided by the Governor's Committee. A big part in the success of several of our local groups has been the team approach of the handicapped placement specialist, working closely with the vocational rehabilitation counselor, in presenting two or three severely handicapped applicants to the committee for placement assistance. Placement results through the efforts of these committees have been most gratifying.

One of the greatest changes noted

(*Continued on page 31*)



A cerebral palsy victim displays his book and alphabet board at his self-operated newsstand.



Mental retardates are employed by the U.S. Forest Service.

An employer and an employee look at a commendation which was awarded in a local employer-employee program for the handicapped.

Bob Zimmerman is Special Service Supervisor, Idaho Employment Security Agency.

The interagency committee concerned with the handicapped tours the Elk's Rehabilitation Center.

Annual Meeting of President's Committee

THURZA M. YOUNG

Nearly 2,000 persons interested in rehabilitation and employment of the handicapped attended the Annual Meeting of the President's Committee on Employment of the Handicapped in Washington, D.C., April 29–30, 1965. They represented employers, Federal and State governments, rehabilitation and civic organizations, and the handicapped themselves from all over the United States and 12 foreign countries—Australia, Brazil, Canada, Chile, Germany, Great Britain, Haiti, India, Italy, Japan, Spain, and Sweden. The meeting was filmed by a Japanese company for a documentary on the handicapped to be shown in Japan.

The President's Committee, which got its start in 1947 under President Harry S Truman, is composed of more than 650 organizations and individual members representing business, industry, medicine, communications media, rehabilitation, civic, service, veterans, fraternal, and women's organizations, and organizations of the handicapped. The objective of the Committee is to provide a year-round national public information program in cooperation with governors' and community committees to foster and maintain a climate favorable to giving the handicapped equal consideration for employment with the so-called nonhandicapped.

Thurza M. Young is a member of the editorial staff of the EMPLOYMENT SERVICE REVIEW.

The purpose of the 2-day 1965 meeting was to exchange ideas, viewpoints, and information, and to learn about new developments and new techniques. Major emphasis was on employment opportunities for the severely disabled. Special features dealt with new programs, such as the Economic Opportunity Act and the prospects for employment of the handicapped in education and in a rural setting.

Harold Russell, Chairman of the President's Committee, welcomed the gathering. He presented a Citation for Exceptional Service to The Honorable John W. McCormack of Massachusetts, Speaker of the U.S. House of Representatives, for his enthusiastic leadership in enacting legislation to further rehabilitation and employment of the handicapped.

The keynote address, "America's Attitude Toward the Disabled: Progress and Prospects," was given by Dr. Harold E. Yuker, Professor of Psychology at Hofstra University in Hempstead, Long Island. Although afflicted with cerebral palsy at an early age, Dr. Yuker has been teaching at the college level for more than 10 years.

Stevan Dohanos, the noted magazine cover illustrator of the Famous Artists Schools in Westport, Conn., presented an original illustration to Chairman Russell. The art will be used by the President's Committee in its poster and billboard campaign during the 20th anniversary of National Employ the Handicapped Week in October.

Mrs. Nancy Dickerson, news correspondent for the National Broadcasting Company, paid a "Tribute to Courage" in honor of Roger W. Irving, the Handicapped American of the Year.

Secretary of Labor W. Willard Wirtz represented President Johnson in presenting awards for the Committee.

The first award—the President's Trophy for the Handicapped American of the Year—went to 72-year-old Roger W. Irving of St. Petersburg, Fla. Although he lost his voice because of cancer, Mr. Irving has taught more than 100 similarly disabled persons to talk through esophageal speech and devotes much of his time to efforts in behalf of such individuals. He also lost part of his right arm in an accident and

The national winners of the 1965 "Ability Counts" writing contest received their awards from Secretary of Labor Wirtz who represented President Johnson at the meeting. Left to right: Fifth place winner, Robert Dennis Tucker; fourth, Melody Jean Smith; third, Woody Jenkins; Secretary Wirtz; second, Anita Kenison; first, Marilyn Dautrich; and Claude L. Callegary, Senior National Vice Commander, DAV.

the sight of one eye. (For further details, see page 36.)

Secretary Wirtz also presented certificates and cash awards to the five national winners in the 1965 "Ability Counts" writing contest.

The five winners had competed with many thousand juniors and seniors in public, parochial, and private high schools in 46 States, Puerto Rico, the Virgin Islands, and the District of Columbia in writing essays on the subject "How the Handicapped Are Overcoming Barriers to Employment in My Community."

This 17th annual contest was part of the President's Committee's overall educational program aimed at making more persons aware of the problems facing the handicapped in obtaining jobs, the efforts being made to help the handicapped help themselves, and the admirable accomplishments of many severely disabled individuals. Contest entrants must base their written reports on independent field trips to local places of employment, local offices of the vocational rehabilitation agencies and State Employment Services, and on interviews with handicapped workers, employers, labor officials, and community organizations serving the handicapped.

The first prize of $1,000—the Judge Robert S. Marx Award—went to Marilyn Dautrich of Granite High School in Salt Lake City, Utah. The other national winners were: Second, Anita Kenison, Iola High School, Iola, Kans., $600; third, Woody Jenkins, Istrouma High School, Baton Rouge, La., $400; fourth, Melody Jean Smith, Reno High School, Reno, Nev., $300; and fifth, Robert Dennis Tucker, Lincoln High School, Lincoln, Nebr., $200.

All prize money was contributed by the Disabled American Veterans.

The top winner in each participating State was brought to the meeting through the courtesy of the AFL–CIO State Federations.

The theme for next year's contest is "What Handicapped Workers Are Contributing to My Community."

Other events of the 2-day meeting included an address by Vice President Hubert Humphrey, an international luncheon, and numerous panel discussions on the various problems involved in employment of the handicapped.

The President's Committee announced that it had worked out an arrangement with Hertz Rent A Car for rental cars with hand controls to be made available, at no additional charge, to handicapped persons who must travel in connection with their business or for pleasure. Beginning on May 15, such service became available in nine large cities throughout the country. Service in other cities may be added later.

Earlier this year, as part of the annual awards program of the President's Committee, the Raytheon Company of Lexington, Mass., was given the Employer of the Year Award for the Nation's top program for utilization of the handicapped.

The award, sponsored by the National Association of Manufacturers, is given annually to the company which has done the best all-round job in cooperating with the President's program for the handicapped. The citation from the President of the United States is in the form of a wall plaque.

Raytheon Company designs, develops, and manufactures diversified electronic components, equipment, and systems for commercial, industrial, and military use. Of its 28,000 employees, at least 1,500 are disabled. The sole criterion for selection for employment with the company is the ability of a man to do the work for which he is applying without hazard either to himself or to a fellow worker.

As a result of this policy, Raytheon has acquired the talents of individuals with disabilities often considered unacceptable by employers. For example, there are 18 epileptics and 77 former mental patients; they are found in the ranks of the engineering and technical personnel as well as in the lesser skilled categories. And there are paraplegics, multiple sclerotics, and double amputees—all performing their assigned tasks without any special consideration.

The Barriers Are Disappearing

RECENTLY a magazine dealing with topics of interest to factory administrators carried an editorial entitled, "Don't Forget the Handicapped in Building Your New Plant." The editorial elaborated on the problems of architectural barriers faced by thousands of handicapped persons and made the point that, "Some are even denied employment because they can't climb steep steps, or run wheelchairs through revolving doors."

Although the magazine makes no mention of the fact, some applicants because of ambulatory impairments find it difficult to enter their local Employment Service office. They come face to face with architectural barriers even before they are introduced to a work environment.

Much headway has been made to eliminate or circumvent the problem through the nationwide campaign sponsored by the President's Committee on Employment of the Handicapped and the National Society for Crippled Children and Adults. Architects, engineers, designers, and contractors are becoming more aware that sizable segments of the population do not have unlimited functional capacities, and are designing buildings with the needs of the handicapped in mind.

A wave of legislative activity in recent months has given impetus to the campaign. With bills still pending in at least five State Legislatures, the following 18 States have passed laws making it mandatory that all new buildings constructed with public funds—State, county, or municipal—will be completely accessible to and usable by the physically handicapped: Colorado, Connecticut, Florida, Hawaii, Illinois, Iowa, Massachusetts, Minnesota, Montana, Nebraska, New Hampshire, New Mexico, North Dakota, Oklahoma, Rhode Island, South Carolina, South Dakota, and Wisconsin.

New York Helps Offenders . . .

Place Now—Talk Later

ARTHUR MANN

Understanding and patience coupled with specific and immediate help in job finding or training underlie success in helping offender job applicants get a fresh start toward becoming useful and productive citizens.

"Place now—talk later."

That is the most effective way to help offenders rehabilitate themselves and get a new start in life.

In other words, get these people—probationers and parolees—a job right away so they can solve their most pressing primary problems. Then evolve a plan for intensive counseling, guidance and, if needed, training, so they can obtain permanent and productive employment.

This double-barreled approach to the placement problems of offenders has been developed by the Correctional Vocational Rehabilitation Service (CVRS), a unit of the New York State Employment Service established in 1956. CVRS combined certain services previously given by the State Departments of Correction and Labor and the State Division of Parole in order to "make use of all the specialized skills, training, and knowledge of the Division of Employment in the field of occupational training and placement." Training, guidance, and employment facilities were to be offered to probationers, institution inmates, and parolees.

In order to offer the widest possible range of services, CVRS activities were decentralized throughout the State.

In the New York City area, each local office designated selected employment interviewers as CVRS workers; made formal procedural arrangements involving use of New York State Employment Service forms by cooperating correctional agencies; prearranged appointments for the job applicants; and provided for the exchange of pertinent information among agencies regarding the offense history of the applicant.

In upstate areas, where the volume of offender applicants is relatively small, each office manager was designated as the CVRS liaison; in two of these areas, however, a large urban applicant load warranted the appointment of a specific interviewer as CVRS liaison worker. CVRS liaison workers were trained in special techniques of interviewing and counseling in order to develop deeper insight into the specific problems of the offender job applicant.

One of the most difficult problems was to decide whether to counsel the offender or do an immediate job placement. It was found that most offenders usually require immediate job referral because they have no financial resources. In many cases, obtaining the immediate necessities for themselves and family, and the wish to take their dependents off welfare, are strong motivating factors. Also, they often feel that they must "make up" for the years they have spent in prison. On the other hand, the classical technique in dealing with job applicants who have been removed from the job market or have acquired new skills is to explore thoroughly the world of work with them and to orient them to new and more progressive opportunities.

That is why CVRS policy is "Place now—talk later." With the help of cooperating agencies, CVRS develops job opportunities for offenders, and since immediate placement is the goal, it concentrates on finding jobs requiring little in the way of references, and jobs in industries which have immediate openings at good starting pay scales. They are placed as soon as possible in such jobs as helper in sheet metal, printing, car body and fender repair, and porter work.

The offender who received training while in an institution may qualify for jobs such as service machine operator, laundry worker, machine shop helper, and acetylene torch welder. All applicants, whenever possible, are placed at their highest skill level.

When offenders have become working individuals, they are encouraged to return for additional services. The door is always left open to the CVRS applicant because it is known that one or two immediate job placements often do not result in permanent and satisfying career employment.

Vocational Guidance

The vocational guidance program is divided into different sections according to the needs of the particular agencies. In the probation areas, the employment consultants have had a dual responsibility. Designated probation officers have been trained to understand Employment Service forms and to become acquainted with all CVRS liaison workers in the various local offices. Also, they have been helped to select generally the most motivated probationers for referral to the various local offices. Since these probationers must compete with nonoffender job applicants, they must be adequately prepared so that the employers will feel that they are getting good workers. At the same time, CVRS staff are trained to work with the probationers and the designated correctional probation officers on a professional basis.

In the Parole Division, the mechanics are necessarily different. The CVRS consultants go to the Division of Parole and select men who have passed the Parole Board and need a definite job offer in order to be released. These parolees are selected on the basis of their

Dr. Arthur Mann is Employment Consultant, Correctional Services, New York State Employment Service.

records, institutional recommendations, and motivation towards employment. Only in very extreme cases is the offense history considered a deterrent for release to the CVRS program. According to its special "Reasonable Assurance" program, the Employment Service "assures" that these parolees will be placed within 2 weeks after they have been released to CVRS.

Since 1958, when this phase of CVRS was begun, approximately 12 persons have been paroled each week, with an average placement ratio of 60 percent. Part of this success may be accounted for by the legal requirement that they have a job waiting for them (they may be returned to incarceration if they are not employed), and the real need of many to "make good this time."

Considering the fact that offenders cost the taxpayer $1,900 a year while incarcerated and $250 a year while on parole, the savings to the New York taxpayer have been considerable.

Counseling Techniques

Whether the techniques involved in serving offenders are counseling or direct placement, with the latter usually given priority, certain fundamental problems must be considered on a generalized basis. Each individual must be considered as a whole man—the sum total of all his experiences. As such the interviewer should consider job needs, job skills—old or newly acquired—knowledge, aptitudes, interests.

Counseling an offender can sometimes be a dramatic experience. These people are released from prison with years of pent up tensions and anxieties. This results in many unrealistic job demands, complicated by such considerations as: A family on welfare; no recent work references; no home to return to; no financial resources; no marketable skills; need for other agency services; or low level educational achievement.

CVRS interviewers have been given suggested guidelines to be used in working with offenders. These include such reminders as:

1. The applicant is applying for a job and is not on trial for an offense.
2. Patience and understanding are necessary, but the interviewer should not become emotionally involved with the applicant.
3. These applicants are particularly sensitive to attitudes and are very likely to judge the interviewer by how he acts, rather than by what he says.
4. Long waits for appointments are unrealistic; the applicant should be permitted to come as often as he wishes until a job is obtained.
5. When questioning an applicant about the offense, the interviewer should explain that this is done only for the purpose of obtaining the best type of employment for him.
6. If the applicant is unwilling to have his offense revealed to the employer, he should be told that this decision must be left to the interviewer if he is to receive service from this agency. The interviewer must decide whether to disclose the offense to the employer on the basis of his knowledge of the offense, the employer, and the relationship of the offense to the job duties or work situation.

In New York State, a man convicted of a felony (1 year and 1 day or more) is barred by law from certain occupations and privileges. Unless an appeal is granted, he cannot secure a driver's license; work in any establishment which serves liquor or beer; get a cabaret or entertainer's license; be considered for most government jobs; work on any of the New York docks; secure required employment licenses such as barber, beautician, teacher, or nurse; or work in public hospitals or institutions.

Other Placement Difficulties

In addition, placement of these applicants is made more difficult because of the following factors: Large organizations often have policies against hiring offenders; many firms now have bonding which excludes the hiring of former offenders; many offender applicants are psychologically handicapped.

Perhaps the most devastating effects of incarceration upon the offender job applicant are the psychological scars. These cannot be seen, yet their effect is expressed in many different symptoms. He comes back to society almost like Rip Van Winkle. Clothes, automobiles, and customs are all strange and frightening. It may be a traumatic experience to walk five blocks without seeing a wall or fence. He feels people can "tell" he is an "ex-con." He may compensate by being either overaggressive or over-withdrawn, or suspicious and defensive.

These are among the intangibles of both counseling and placement of the offender. The interviewer must learn the parry and thrust of good questions, reassurance, and the ability to interpret what is not said as well as what is said. Such counseling is a delicate and exacting operation.

Understanding the problems of the offenders and patience in dealing with them are largely responsible for the success of the CVRS program.

Brick and Tile Industry Occupations Changing

Studies being conducted in a brick and tile plant during the job analysis verification program in 1962 reveal major changes in occupations and in tile processing.

In 1965, the company installed a continuous conveyor system linking the spray glazing, kiln loading and unloading, and sorting sections. With this new system, production has doubled with half as many workers needed as were previously employed in these sections.

The new system eliminates many of the handling functions previously performed by workers. New classifications, such as TAKE-OFF GIRL, OVERHEAD CONVEYOR LOADER, and OVERHEAD CONVEYOR UNLOADER, have been created. Jobs presently defined in the DICTIONARY OF OCCUPATIONAL TITLES, such as TUNNEL-KILN-CAR SETTER, TUNNEL-KILN DRAWER, and SETTER, have been eliminated. The kilns have been placed under automatic control and, as a result, the job TUNNEL-KILN OPERATOR has been eliminated.

The company is planning to install other equipment in processing areas that will eliminate other occupations that have been associated with tile making for many years.

Teamwork Places the Handicapped . . .

Miami's Work, Inc.

VIRGINIA C. GARTRELL

By working together and pooling their knowledge of individuals and jobs, a State Employment Service and Division of Vocational Rehabilitation are making positive strides in placing the severely handicapped in productive jobs.

As long ago as 1957, the State Employment Service and the Division of Vocational Rehabilitation in the Miami area were cooperating in an effort to rehabilitate and place handicapped people in gainful employment. The partnership at that time was mostly a referral system from the Division of Vocational Rehabilitation to the Employment Service and vice versa. Since there was little personal contact between their representatives, the arrangement was frustrating to both agencies.

A Vocational Rehabilitation counselor and an Employment Service selective placement interviewer decided that before referral was made by either agency, cases would be reviewed jointly. From 12 to 15 case histories were reviewed each week.

Through these joint conferences, the Division of Vocational Rehabilitation counselor and the selective placement interviewer began to smooth out the problems between the two agencies. From this time forward, placement of the Division of Vocational Rehabilitation clients increased, and service to the Florida State Employment Service handicapped applicants was achieved.

This was a learning process for both agencies. Vocational Rehabilitation gained information on job requirements, physical demands of the jobs, and industries in the area. The Florida State Employment Service gained an insight into the importance of complete medical and psychiatric reports, which could be obtained from the Division of Vocational Rehabilitation. This exchange of knowledge and opinions became the basis for expediting placement of the more severely handicapped.

However, representatives of the two agencies still felt that real coordination would come with adjacent desks—where communication could be made in person when situations occurred needing immediate discussion. On July 1, 1963, the State Department of Education assigned two Division of Vocational Rehabilitation counselors and one secretary to permanent office space in the Florida State Employment Service Miami Industrial Office in the immediate vicinity of the selective placement interviewers. These employees would be the staff of "Work, Inc."

The establishment of Work, Inc. was, in itself, unusual. A member of the community, long interested in the handicapped, offered a sum of money to the Division of Vocational Rehabilitation to help rehabilitate and secure employment for these people. With matching Federal funds, project Work, Inc. was in business. The two Vocational Rehabilitation counselors would process their phase of Work, Inc. clients and work in conjunction with the selective placement interviewers and counselors of the Florida State Employment Service. Procedures were established: Any private or government agency could refer severely handicapped clients to Work, Inc., provided the referral was channeled through the selective placement interviewers. All referrals from the counselors of the Division of Vocational Rehabilitation were accepted and serviced in the usual manner, as they had previously been reviewed in a regular Vocational Rehabilitation–Employment Service conference.

As of June 30, 1965, some 1,002 referrals had been made by the Florida State Employment Service to this new project. Of these, 406 were closed out for various reasons: Death; leaving area; in need of medical, surgical, or psychiatric services prior to placement; not employable; and not really interested in working.

Of the remaining applicants, 596 are at work in regular jobs, and 163

Leger J. Morgan, supervisor of Work, Inc., instructs a group of handicapped jobseekers on how to fill out job applications, how to prospect for jobs, and what questions to expect at job interviews.

Mrs. Virginia C. Gartrell is Employment Specialist, Miami Industrial Office, Florida State Employment Service.

New Placement Unit for Rehabilitation Workers

A new unit of the National Rehabilitation Association, the Job Placement Division, was recently established for the benefit of those individuals whose efforts are directed toward the placement of handicapped persons in competitive employment. NRA is a private, nonprofit organization dedicated to the welfare of handicapped persons. Its members include professional workers in all phases of rehabilitation.

Organized to emphasize the importance of placement in the rehabilitation process, and to increase the knowledge and skills of those who work in the placement of handicapped people, the JPD will provide a forum where professional workers can clarify problems and goals, exchange ideas, improve techniques, and plan cooperative action.

The U.S. Employment Service and the President's Committee on Employment of the Handicapped assisted in the formation of this new division. Since job placement is a major need of most handicapped adults, all State and local employment security personnel engaged in serving handicapped applicants can benefit from membership in the NRA–JPD. They also have a significant contribution to make to JPD and thus to the solution of problems encountered in selective placement of the handicapped.

are being held for referral awaiting doctors' reports or for a suitable job opening. From 3 to 6 hours of group guidance were given to 121 applicants. This included job attitudes, job prospecting, completing applications, and job interviews. Of the 121 applicants who attended group guidance, 99 were placed or found their own jobs on completion of the sessions.

This is a significant accomplishment in view of the facts that: These are severely disabled persons, either physically or emotionally; full medical diagnostic studies had to be completed on all referrals prior to placement efforts; a 3- to 6-month followup on these people on the job was made before they were considered permanently placed.

It should also be pointed out that the Florida State Employment Service counselors and selective placement interviewers carried out their regular activities in the placement of handicapped applicants in addition to cooperating with Work, Inc.

Work, Inc. has proved to be a timesaver in getting complete medical and psychiatric reports to the selective placement interviewers and counselors. It has been the "legs" for the Florida State Employment Service in many ways: Cementing working relationships with employers through face-to-face contacts; getting the handicapped included in employers' regular on-the-job training programs. With leads from the Florida State Employment Service, Work, Inc. counselors have found employers who are interested in the handicapped, and have contacted employers to sell a specific applicant with a specific skill. Through their system of a monthly mailing list of thumbnail sketches of available qualified applicants and through job prospecting, Work, Inc. has placed many applicants in the area.

Specific Aptitude Test Batteries are now given to mutes, under arrangements by Work, Inc. This is a "first," as far as is known, in Employment Service operations and has been very successful.

The cooperative teamwork of the Florida State Education Department, Division of Vocational Rehabilitation counselors, and the Florida State Employment Service selective placement interviewers and counselors has made an experimental project into a permanent workable operation. Work, Inc. is now the source of new horizons for the severely handicapped.

Blue Sky Therapy

(Continued from page 4)

tered no problems and indicated their willingness to use a number of crews in the coming year.

The Farm Employment Service is interested in the possibilities for use of these men in other areas, for although the number is small, every extra worker helps fill the need.

The hospital is very pleased with the start which has been made. There is new community interest in the hospital and its programs. The staff noted the importance of monetary rewards to the patients, and their happiness in participating in the program itself. Quoting the Chief of Physical Medicine and Rehabilitation: "The fruit harvesting project completed by our patients in November 1964 was one of the most successful therapeutic rehabilitation programs we have initiated in some time. The response of the patients and the people for whom they worked encourages us to broaden the scope of this program in the future."

Here was an example of how community cooperation among agencies like the Veterans Administration, the Employment Service, and the Farm Extension Service could develop programs of interest to the mentally ill and to the total community. At present, this program is being considered for the new area sugar beet production, cherry picking, strawberry and grape harvesting, as well as the apple picking. The project has shown how creative thinking and community cooperation can give "blue sky assistance" to even the most difficult rehabilitative program—treatment of the mentally ill.

NEW FILM

"Full Circle" is an educational and entertaining film which traces the experiences of a patient in the Psychiatric Department of a general hospital. The film depicts the effects of team effort in helping the patient get and keep a job. It is recommended for mental health planning groups and other community groups that want to know about the newer concepts of psychiatric care. For more information, write to The Mental Health Film Board, 164 East 38th Street, New York, N.Y., 10016.

783-730 O—65——5

MDTA Trains Handicapped Workers

By June 1965, about 14,350 handicapped persons had been enrolled in MDTA institutional training since the inception of the program in late 1962. Such enrollees have accounted for about 7 percent of all MDTA trainees (206,000) during this period.

The typical handicapped trainee is a white male in his prime working years (age 22–44). His education includes at least some secondary schooling, and he is most likely to be the head of a family or household. Although he has had nearly 10 years of paid work experience, he had been unemployed for close to 4 months at the time he was selected for MDTA training (see accompanying table).

His post-training experience was not significantly different from that of his nonhandicapped counterparts. Better than 7 out of every 10 handicapped "graduates" found jobs after completing training.

Three-fifths of the handicapped trainees have been enrolled in institutional projects in 12 States, slightly above the proportion of all MDTA trainees accounted for by these jurisdictions. The largest enrollments were in Pennsylvania (1,498), California (896), and New York (823). Connecticut, Indiana, Kentucky, Massachusetts, Michigan, and Ohio, each have enrolled more than 500 handicapped trainees. Three other States—Illinois, Missouri, and South Carolina—had between 400 and 500 handicapped enrollees.

Training for skilled jobs was given to 37 percent, mainly as automobile mechanic, welder (all types), and automobile-body repairman. Nearly 20 percent were enrolled in training for semiskilled jobs, such as general machine operator and automobile-service-station attendant/mechanic. More than 14 percent of the handicapped trainees were in courses for clerical and sales occupations, particularly stenographer, clerk-typist, and general office work.

Other occupations for which sizable numbers of trainees with handicaps were being trained were

(*Continued on page 33*)

Characteristics of Handicapped Trainees Enrolled in MDTA Courses September 1962 Through June 30, 1965

Characteristics	Total		Male		Female	
	Number	Percent	Number	Percent	Number	Percent
Total enrolled	14,346	.....	11,788	.....	2,558	.....
Percent of total	.....	100.0	.....	82.2	.....	17.8
Family status:						
Total [1]	14,277	100.0	11,727	100.0	2,550	100.0
Head of family or household	9,773	68.5	8,652	73.8	1,121	44.0
Other	4,504	31.5	3,075	26.2	1,421	56.0
Age:						
Total	14,346	100.0	11,788	100.0	2,558	100.0
Less than 19	976	6.8	757	6.4	219	8.6
19–21 years	2,220	15.5	1,849	15.7	371	14.5
22–44 years	8,487	59.1	7,095	60.2	1,392	54.4
45 years and over	2,663	18.6	2,087	17.7	576	22.5
Education:						
Total [1]	14,295	100.0	11,748	100.0	2,547	100.0
Less than 8th grade	1,392	9.7	1,250	10.6	142	5.6
8th grade	2,017	14.1	1,813	15.4	204	8.0
9th to 11th grade	4,509	31.5	3,790	32.3	719	28.2
12th grade	5,327	37.4	4,082	34.8	1,245	48.9
Over 12th grade	1,050	7.3	813	6.9	237	9.3
Years of gainful employment:						
Total [1]	14,268	100.0	11,730	100.0	2,538	100.0
Less than 3 years	3,198	22.4	2,305	19.7	893	35.2
3–9 years	4,323	30.3	3,358	28.6	965	38.0
10 or more years	6,747	47.3	6,067	51.7	680	26.8
Duration of unemployment:						
Total [2]	13,042	100.0	10,725	100.0	2,317	100.0
Under 5 weeks	3,115	23.9	2,611	24.3	504	21.7
5–14 weeks	3,017	23.1	2,609	24.3	408	17.6
15–26 weeks	1,999	15.3	1,703	15.9	296	12.8
More than 27 weeks	4,911	37.7	3,802	35.5	1,109	47.9
Race:						
Total [3]	13,548	100.0	11,164	100.0	2,384	100.0
White	11,367	83.9	9,506	85.1	1,861	78.1
Nonwhite	2,181	16.1	1,658	14.9	523	21.9

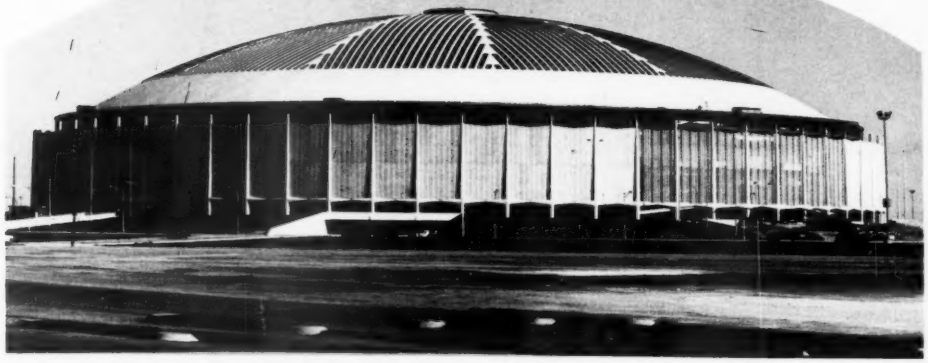
[1] Not available for a limited number of trainees.

[2] Excludes 699 trainees classified as underemployed at the time of enrollment, 240 family farmworkers in low-income farm families, 167 workers reentering the labor force, and 198 enrolless for whom information is not available.

[3] Excludes 798 trainees for whom data are not available.

Source: USES and State Employment Services.

STAFFING THE STADIUM



CONLEY C. HARLING

How the ES played a significant role in recruiting and staffing a huge new stadium with more than 2,000 employees in jobs that include butlers and exotic hostesses is described herein.

The Harris County Dome Stadium in Houston, Tex., which opened April 9, 1965, was modeled on the famous Colosseum in Rome, built in 80 A.D. The Astrodome, however, dwarfs the Colosseum in size, beauty, and comfort. It is some 100 feet larger in diameter and 48 feet taller, and the seats are as plush as those of the most luxurious theater. Inclement weather has no effect on any scheduled events, since the stadium is completely enclosed, and year-round comfort is provided by 6,000 tons of heating and airconditioning.

Simultaneously with the breaking of the ground for the construction of the stadium, plans for eventual recruitment and staffing was laid by the Houston District Director of the Texas Employment Commission. Responsibility for staffing the stadium was assigned to the manager of the Service Office.

Although a number of employers were involved, each having a contract with the Houston Sports Association, it developed that 80 percent of the hiring would be done by two primary employers. Initial employer contacts were made with the Houston Sports Association and all concerned employers a year and a half prior to the actual date of preliminary recruitment. During this period, the employers were made fully aware of the numerous services available through Texas Employment Commission offices. As soon as each employer's contract was negotiated with the Houston Sports Association, local office staff held meetings with company officials to work out tentative staffing and recruiting procedures.

When actual recruitment time arrived, local office personnel were asked to assist in final planning of the numbers and types of employees needed. At this time, it became apparent that, in order to supply personnel for the diversity of services offered at the Astrodome, positions would range from resplendently attired butlers to mature wardrobe room matrons to exotic hostesses to the usual run of more mundane positions.

Six weeks prior to the Astrodome's opening, interviewers began to make referrals to the employers in compliance with the detailed job orders now on hand. It was at this point that a mobile unit was used to provide, by actual job site recruitment, the most efficient utilization of local office personnel and a more convenient service to employers.

A careful review of the orders revealed that the existing applicant supply would be inadequate without intensive recruitment. To arouse popular interest, the employers instituted a program of newspaper advertising and frequent spot announcements on radio and television. Local office personnel assisted in this campaign by using a second mobile unit for on-campus recruitment at the two larger universities and eight high schools. Campus re-

(*Continued on page 23*)

Conley C. Harling is Manager of the Houston local office, Texas Employment Commission.

Altanta's Community Resources Referral Project

JERRY S. SIMS
and WILLIAM G. BENTON

Despite obstacles and problems, a project to rehabilitate Social Security disability insurance claimants gains ground and demonstrates the effectiveness of community agencies working together.

An experimental project which is currently being conducted in Atlanta provides a practical example of interagency cooperation. The project, involving the Employment Service, was initiated by the Social Security Administration in response to problems which followed enactment of the disability provisions of 1954. These included a congressional stipulation that every person filing a claim for disability insurance be referred to the Division of Vocational Rehabilitation for services. The suitability of each applicant for Vocational Rehabilitation was established by the State agency virtually at the end of the disability determination process and without benefit of personal contact with the applicant.

There was generally a delay of several months between the filing for disability benefits under Social Security and the processing of the claim, which often had a negative effect on the applicant's willingness to seek and accept rehabilitation services. Obviously, there was a compelling need to establish earlier contact with the claimant in order to provide rehabilitation or job placement services or both.

The Community Resources Referral (CRR) Project was organized as a pilot venture to demonstrate to what extent disability claimants with employment potential could be identified, given incentive, and introduced to Employment Service, Vocational Rehabilitation, and other community agencies.

The project combines the efforts of the State Employment Service and Vocational Rehabilitation, coordinated by the Social Security Disability Determination Unit (DDU), and utilizes such data as work capacities reports and existing medical information to the best advantage of the applicant.

The CRR Project became operative in Atlanta on August 7, 1964, with a staff of six—a project coordinator, a Disability Determination Unit counselor from the SSA, a VR counselor, an Employment Service representative, and two clerical employees. The Social Security Administration finances the operation. The staff work together to gather and exchange evidence and to determine which benefit or service would be best suited and available to the individual. Existing community resources are utilized, when needed, to help provide additional assistance.

The project is limited to the residents of Fulton and DeKalb Counties; it includes only those applicants meeting the Social Security coverage requirements, and excludes terminal cases.

Before referral to CRR, each applicant is interviewed at the Social Security district office to determine (1) the effect of his impairment and his ability to work, (2) what medical care and treatment has been received, (3) the nature and length of his work experience, (4) his educational background, and (5) the scope of his daily activities in relation to a typical day. The interviewer records his observations of any noticeable impairment and the applicant's apparent motivation and general attitude. The claimant is asked to secure medical reports from his attending physician, and the interviewer obtains reports from hospitals, VA facilities, or other disability programs. The case is then forwarded to the CRR Project. The ES representative and VR counselor work from the case report and coordinate all new material for use by the DDU counselor.

Claimants are referred to the CRR office on a voluntary basis only, usually within 10 days of their filing a claim. Here they are interviewed by the team members. An effort is always made to establish rapport at this time and to develop motivation, since many applicants are primarily interested in obtaining their Social Security checks.

A CRR Project staff meeting. Left to right: A. L. Maddox, DDU; Harry Zawmas, Coordinator; Patricia Silver, secretary; W. G. Benton, ES Representative; and J. M. Hastings, VR Counselor.

Jerry S. Sims is Supervisor of Special Services, and William G. Benton is Senior Employment Interviewer, Georgia Employment Security Agency.

W. G. Benton, ES Representative, interviews a young man referred to him by the Project.

All members of the CRR staff meet daily to discuss cases presenting unusual situations. Each agency representative determines whether an applicant is suitable for the services of his agency and takes the necessary action to make these services available. Each applicant who may be helped by the Employment Service is referred to a counselor in one of the Atlanta Metropolitan Area offices where he receives counseling, testing, referral, and placement in suitable employment.

During the first 8 months of this cooperative activity, the Georgia State Employment Service offered assistance to 114 of the 670 cases involved. Of the 83 who reported to the ES office, 10 were placed on jobs and 2 were enrolled in MDTA classes. As a result of project activities, the Employment Service also placed wives of some applicants on jobs.

A representative case received by the Project involved a 32-year-old handicapped veteran. His condition was caused by an inoperable brain hemorrhage. He had been a supply sergeant at Ft. Richardson, Alaska. During his reenlistment physical examination, he was suddenly stricken. He was rushed to the hospital and observed for 2 weeks. Then he was sent to Walter Reed Hospital in Washington, D.C. for a series of extensive tests. He was finally informed that he had suffered a stroke and it was unsafe to operate. He was given a 60 percent disability discharge and referred to the CRR office. After many referrals, he was placed on a job by one of the local ES offices, 1 year after his stroke.

One major obstacle confronting the Project thus far has been employer resistance to hiring severely handicapped persons. Insurance company physical examinations discourage a large number of employers from hiring handicapped or disabled workers. Because of their retirement policy, two of the largest department stores in Atlanta have recently set a 45-year maximum age limit on all new employees. Since the Georgia Workmen's Compensation law does not have a second injury clause, employers tend to be cautious about whom they hire.

A former Air Force sergeant receives on-the-job training in a new occupation.

But despite the obstacles, the CRR Project in Atlanta is making progress. More definite and improved procedures have been established and experience has supplied the base for stronger guidelines. Increased cooperation is being obtained from personnel in the respective agencies as well as from employers. With more time and experience, the CRR Project should evolve from a pilot study into a fully functioning operation to give maximum services to a representative segment of disabled workers.

Staffing the Stadium

(*Continued from page 21*)

cruitment greatly increased the applicant supply during the final stages of the staffing. Both mobile units were used during the remainder of the recruitment program, and their effectiveness was demonstrated over and over again.

Houston office personnel feel justifiably proud in that, working under the stress of a tight deadline, they took over 3,000 new applications, made 2,300 referrals, which resulted in over 2,000 placements.

Although opening ceremonies have come and gone, these employers, obviously satisfied by the services received, continue to furnish a steady stream of new job orders to keep pace with their ever-increasing volume of business.

Recruitment activities at the Harris County Dome Stadium in Houston.

Vocational Training for Handicapped Youth in England

WALLACE W. TAYLOR and ISABELLE W. TAYLOR

Increasing awareness of the employability of handicapped youth who were once considered primarily as recipients of welfare services has led to a multiplication of training opportunities for them in many countries. England, like the Netherlands and the Scandinavian countries, has pioneered in the development of vocational instruction for handicapped young people. Although in most instances voluntary organizations provided initial programs of this kind, the central government has played an increasingly important role, either through providing its own programs for vocational training, or subsidizing those operated by voluntary groups. Some of the vocational training services are shared with the nonhandicapped, while others have been developed to meet the specific needs of the handicapped.

Vocational training as such has now been discontinued as part of the educational program in special schools, although the capacity of the handicapped youngster to profit from such training was first demonstrated in the early schools provided for him. Where school experiences appear vocational in nature, they still are intended to be forms of assessment to provide a basis for vocational guidance, rather than actual training leading to a job.

In general, vocational training can be secured in government training centers; in voluntary-society training colleges, centers, and workshops; in training programs maintained by some employers; and in correspondence courses offered by the British Council for Rehabilitation of the Disabled. The role of the government in each type of provision will be discussed. We are distinguishing here, as do the English themselves, between vocational *training* and vocational *education* of a more general and academic nature which might be obtained in programs of so-called further education (postsecondary, nonuniversity studies).

The Ministry of Labour sponsors 13 Government Training Centres which both handicapped and nonhandicapped can attend. The training is free, and the trainee gets a weekly allowance from the Ministry to maintain himself and his dependents, the amount varying with family circumstances and the location of the training program with respect to the trainee's home. An allowance is also given for daily traveling expenses. If the youth leaves home for training, either he is accommodated at the Centre free of charge, or the Ministry helps him to find lodging and pays an allowance for his quarters.

These government centers differ from voluntary ones in several ways, aside from the administrative distinctions:

1. Training is provided in the government center for able-bodied as well as handicapped persons. The center trains primarily those who are social problems—ex-servicemen, the hard - to - employ nonhandicapped (those who have "missed their way of life"), and the handicapped. About 60 percent of those trained are disabled.

2. The handicapped persons in these centers are less severely handicapped than the ones in voluntary centers.

3. Training is given for employment involving a higher level, and greater variety, of skills than in voluntary centers, and includes more strenuous occupations. The total does include some of the skills taught in centers for the more severely disabled, but not courses, such as fine needlework, that may require several years to achieve competence.

4. Training is directed specifically toward open (as opposed to sheltered) employment, which occurs in a minority of cases in voluntary centers. As a result, the general atmosphere of the government center approaches more closely that of a normal factory than does the voluntary center.

5. The government center can provide further education when needed, as distinct from training. The center can take in handicapped youngsters who need such education to supplement inadequate earlier training in order to cope eventually with the training program of the center.

The courses frequently chosen by trainees include hairdressing, typewriter repairing, watch and clock repairing, and radio and television repairing. Also, there is training as fitters, instrument mechanics, motor repairers, plant maintenance mechanics, engineering draftsmen, carpenters and joiners, and cabinet makers. The courses vary from 6 to 12 months in length, with a planned timetable for each course, though each person's progress is charted individually. The Ministry's attitude toward the scope and variety of training courses is flexible, and courses are changed if they become unpopular. For example, certain courses in leatherwork and surgical appliances have been replaced by commercial courses.

In the referral of young people to the government training center, the usual procedure is for the youth to be brought to the attention of the youth employment officer, who represents a service provided by the Ministry of Education to help youngsters find jobs or appropriate training when they leave school. This officer then consults with the Disablement Resettlement Officer (provided by the Ministry of Labour) about placing the young person in a center. The DRO, as he is usually referred to, is specially trained for this work and keeps informed about all available facilities.

In addition to the courses in government training centers, the Ministry of Labour sometimes arranges short courses of about 3 months'

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training for semiskilled employment, these courses being offered at empoyers' establishments if they provide the only good prospects of permanent resettlement. At first, a training fee is paid to the employer and a training allowance is given to the trainee, but these are gradually tapered off as the trainee becomes capable of earning regular wages.

The government also provides 17 Industrial Rehabilitation Units (IRU) located in the main industrial centers to serve handicapped persons specifically, but the purpose of these Units is vocational assessment and placement rather than specific vocational traning. At the same time, men and women with the appropriate potential may be recommended to undergo vocational training instead of going directly from the IRU into employment. When vocational training programs are offered by the IRU, they vary in length from 26 weeks to a year, depending on the trade concerned. Over 90 percent of the persons trained are placed in the appropriate trade after completing the course.

Disabled men and women, including the blind, who are registered as such and who have suitable ability also can obtain grants from the Ministry of Labour enabling them to take courses of training or study sponsored by voluntary groups, including university courses for certain fields. The Disabled Persons (Employment) Act, 1958, reduced the minimum age for vocational training and industrial rehabilitation from 16 to 15 in order to allow for the inclusion of handicapped youth attending ordinary schools, where the school-leaving age is 15. Assistance covers tuition, examination fces, and a sum toward cost of books, along with a maintenance grant. The youth make their own arrangements for training to meet the requirements for the occupations concerned, and follow the normal courses except for the specialized training provided for the blind in the Royal National Institute's School of Physiotherapy.

The Ministry of Labour's Scheme of Grants to Undertakings Employing Severely Disabled Persons specifies the conditions under which voluntary societies can receive deficiency grants and capital advances, and their trainees maintenance allowances. The same arrangements apply to workshops for which local authorities are responsible. The scheme is intended to assist "registered disabled men and women who, on account of the nature or severity of their disablement, are unlikely to obtain employment in ordinary industry but would be employable under special conditions." Thus the intention seems to be to enable these voluntary groups to train those people who could not be employed even in a sheltered workshop without training, and then to employ them when trained. A small number do actually move on into open industry, but this number varies from one center to another. The trainees not only acquire certain knowledge and technical skill but must learn to compensate for the loss of a limb or function by using another limb or muscle group.

At a voluntary center, the society pays the capital expenditures and the Ministry of Labour pays the running expenses by means of a per capita fee per person per week. Government inspectors make annual visits to compare the progress of individual trainees with a standard chart. The centers maintain close association not only with the Ministry but also with industry and trade unions. This kind of cooperation is found important in assuring that once a young person has been trained, there will be job opportunities for him.

Four principal voluntary training centers, with a total of 555 places, are recognized by the Ministry of Labour and used for placement of severely handicapped men and women.

The length of training courses in these voluntary undertakings varies from the few months needed to learn some simple types of machine-operating to the 2 or 3 years or even longer which may be needed to acquire competence in basketmaking or fine needlework. Most courses last at least 6 months. A particular course can be extended in an individual case where it seems necessary to allow more time, and sometimes changes in courses can be suggested to meet individual needs. The Ministry of Labour controls the selection of the youngsters it refers for training, but this selection is done in consultation with the training center concerned. It is estimated that between 500 and 600 additional places a year are needed for persons the Ministry cannot yet accommodate.

In addition to these four centers, there are various voluntary sheltered workshops which include programs of special training that sometimes lead to open employment. The type of government assistance given them is the same as for the other centers. It is interesting to trace the gradual introduction of industrial operations into these workshops to replace the traditional handicrafts, although the latter retain an important focus in most programs.

Although a certain amount of industrial training has been provided by some firms in the past, until recently the Ministry of Labour has assumed largely a "hands-off" policy toward this training—whether the company gave such training or not, and the amount and nature of the training provided. The Industrial Training Act, 1964, however, attempted both to encourage and to regulate such training. The Act empowers the Minister "to establish industrial training boards and to give these boards certain responsibilities for the promotion of training." Each board must provide training courses and make recommendations concerning the nature, length, and standard of training. It has the authority to apply tests during and at the end of the training period. It will charge a levy, likely to be substantial, on each firm in the industry and pay a grant to any firm which provides approved training courses. The boards will consist of equal numbers, probably five each, of representatives of employers and workers, an independent chairman, and three members representing educational interests, with assessors appointed by the Ministries of Labour and of Education.

While the Ministry of Labour does not subsidize the correspondence courses offered for hospitalized and home-bound youth and adults by the British Council for Rehabilitation of the Disabled, there is close cooperation between the Ministry and the Preparatory Training Bureau of the

(*Continued on page 52*)

CAUSE Graduate Glad To Help

Janet Morgan, a young woman of 23 was stricken with polio when she was a child. Today she is helping to wage the war against poverty from her wheelchair in the Paterson Youth Office of the New Jersey State Employment Service. Her cheerful smile and willingness to be of assistance inspire her coworkers and the young people who come to her for employment counseling.

With the help of a $3,000 scholarship from the State Rehabilitation Commission, Janet earned a bachelor of science degree in biology and psychology from Upsala College in East Orange, N.J. in June 1963.

During the summer of 1964, she took an 8-week training course for Project CAUSE selectees at Rutgers University. On September 21, 1964, she went to work for the New Jersey State Employment Service. She received her permanent appointment as employment counselor trainee last January and is now helping screen recruits for the Job Corps. Her mother has been her constant companion and uses a Volkswagen bus with a specially-constructed ramp to transport her daughter to and from work.

Janet derives considerable gratification from her current responsibilities. "It is good," she says, "to be able to help other young people overcome the handicaps, both physical and mental, that may prevent them from achieving a contented work career."

—*New Jersey State Employment Service.*

He Would Not Give Up

A 48-year-old electrician, with more than 25 years of experience in the craft, claims that any man who becomes handicapped and wants to work again has to stick with a plan for rehabilitation in spite of frustration and discouragement.

The journeyman electrician, Harry C. of Westminster, Colo., was burned critically in June 1963, when more than 14,000 volts of electricity coursed through his body as he worked to revamp a 3-mile powerline on a high-voltage construction job.

As a result of the accident, Mr. C. lost his left hand and forearm and spent 3 months in the hospital receiving treatment for severe burns and extensive skin grafts.

"I decided while lying in that hospital bed that I wasn't going to quit, that I had to face life and make a success of it no matter what happened because people I loved were depending on me," he explained.

After about a year in a rehabilitation program learning to use an artifical hand and arm, he contacted the Colorado Department of Employment and was referred to the Handicapped Placement Specialist of the Denver local office. Because of his determination to try to continue in his regular line of work, no tests were administered; but a special point was made of developing a job within his field.

Within a short time, two ES placement officers, working as a team, placed Mr. C. in a job with a Denver electrical firm, and the "handicapped" worker—who refused to give up—is now successfully handling all kinds of commercial and residential electrical construction work.

"I don't even think anymore about what happened 2 years ago. The only thing that matters is the future," Mr. C. said. "As soon as I get some money ahead, I'm going to go for my master electrician's license and then find a spot where I can be useful as a supervisor or foreman. There's no such word as 'quit' in my book."

—*Colorado Department of Employment.*

Proved They Can

Employment Restores Confidence

Carol was an attractive young lady of 21 with an effervescent personality. During her high school career she was a leader in her class and participated in all school activities.

During the latter part of her senior year, she was stricken with multiple sclerosis. Following a period of hospitalization, Carol was returned to her home since nothing more could be done for her at the hospital. During the 2 years that followed, the disease continued to worsen until Carol was nearly blind, required a walking cart in moving about, and had very little use of her hands. These multiple disabilities caused her to become very depressed.

At this point the doctors decided that employment would be the best therapy to restore Carol's self-confidence and improve her general outlook on life. The search for suitable employment was begun through the combined efforts of the State Employment Service and the Departments of Vocational Rehabilitation and the Blind. After an intensive search for a job which could be performed by Carol in her home, the Employment Service placement specialist met with success. An opportunity for employment was obtained for her selling long-life electric light bulbs through telephone solicitation.

But before she could start work, equipment which included a tape recorder and microscopic-telescopic eye glasses had to be provided. Carol needed the glasses to read the small print in the telephone book to obtain names, addresses, and telephone numbers of prospective customers. The tape recorder was to be used in recording the information needed to prepare the orders, since Carol was unable to write. The equipment was furnished by the Department of the Blind.

Only a short time after Carol began work, the employer reported that she had already made great strides in improving her physical abilities, mental attitude, and self-confidence.

Carol works from this office in her home. She is holding the Persistent Award plaque which she won.

In fact, her overall progress continued to be so rapid that she was awarded the "Persistent Award Plaque" for outstanding achievement.

Carol's employer recently told us: "If you can find another Carol, send her to me. She is one of the best workers in the company."

—*South Dakota State Employment Service.*

A Nevada "First"

A new program to stimulate hiring the handicapped in State civil service positions—which took effect July 1, 1965—was utilized the day it became effective to hire a radio dispatcher in the Highway Patrol Division of the Nevada Department of Motor Vehicles.

Thus, William A. Holbrook, Sr., 45, became the first employee in the Nation to be hired in State civil service under the "700 hour" provisional appointment program.

The Nevada law (Senate Bill 118 of the 1965 Nevada Legislature) is the initial State law of its kind in the United States. It allows a handicapped, mentally retarded, or mentally restored applicant to be hired for 700 hours on a provisional basis in order to prove his capabilities. It is patterned after a similar Federal Civil Service regulation.

Holbrook, a former officer in the Reno Police Department, has had several operations on his legs and cannot occupy a position where he is required to stand for lengthy periods of time.

"Mr. Holbrook is exceptionally well qualified for the dispatcher's position. In fact, we are fortunate to get an employee with his background," said the Director of the Department of Motor Vehicles upon announcing his appointment.

—*Nevada Employment Security Department.*

William S. Holbrook (seated) communicates with a Highway Patrol motor unit and Gerald R. Laney answers an incoming telephone call in the dispatching room of the Nevada Highway Patrol Division, demonstrating their duties to Director Louis P. Spitz of the Department of Motor Vehicles. Although both employees are handicapped, they have proved highly capable in their positions.

Never Crippled in Spirit

Albert N., graduate of Cumberland University School of Law, was born February 4, 1907. Married, a father of two sons, and employed as District Court Reporter over a period of 33 years, Mr. N. lived a healthy, normal life until about 2 years ago when he was stricken with a spinal disorder which left him paralyzed from the waist down.

Sparked by courage, imagination, and patience, Mr. N. chose to regain independence rather than settle for goals of little value to anyone.

Upon returning to his home from the hospital, he was contacted by counselors of the State Vocational Rehabilitation Division and the State Employment Service, who, through their combined services, provided him with needed therapy and, in turn, placed him with Goodwill Industries as Administrative Assistant.

A cheerful and determined man, never to be crippled in spirit, Mr. N. has proved his worth in being able to assume full responsibility for the position he was hired to fill. And, much to the genuine satisfaction of agency personnel involved in his rehabilitation and reemployment, he is building a new life of usefulness and self-support.

—Oklahoma Employment Security Commission.

A New Taxpayer

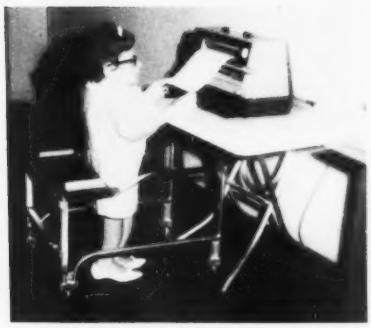
Sidney, Mont., a small agricultural community with a population of 5,000 has every right to be proud of its newest taxpayer. Bob H., born nearly blind 31 years ago, has received a helping hand from personnel in the Sidney local office of the Montana State Employment Service. For many years, Bob had received welfare for the blind and, had been a frequent visitor to the employment office to find out what spot jobs were available that he might be able to perform.

During a counseling session, the local office interviewer learned that Bob's eyes had not been tested for 7 years. On the possibility that recent medical knowledge might improve his poor vision, the State Vocational Rehabilitation Division of the Blind was called in and offered to send Bob to a specialist. An operation resulted in a significant vision improvement in the left eye.

After the operation, the local office contacted the owner of the laundry in Sydney as a possible employer for Bob. He offered to give Bob a try at operating the washers and extractors. Bob was watched closely, as it was thought he might be injured, but he adapted quickly and everyone concerned realized he could be employed despite his handicap. The employer is proud of his newest employee and at present has him working as relief man during vacation and sick leave.

As a result of the combined efforts of a number of people, the community of Sidney, Mont., has one less welfare recipient and one more proud taxpayer.

—Montana State Employment Service.



Tiny But Capable

Patricia K. is a 19-year-old girl, born with osteogenesis imperfecto, causing dwarfism. She is 3 feet 5 inches tall and weighs 60 pounds. Her size is a vocational handicap from an appearance standpoint, as well as a functional one. She must use a walker in order to get about, being completely unable to travel under her own power. This posed an additional problem, as Patricia and her noncollapsible walker had to be brought to work and returned home by her parents. Working near her home is of utmost importance.

Patricia graduated from high school in 1963. She types 50 to 60 words per minute; has a good knowledge of shorthand and filing; can use an electric or manual typewriter; and operates a dictaphone, several office machines, and duplicating machines.

From 1963 through April 1964, she worked on a temporary basis for various fund-raising projects. She also worked for an income tax consultant, where she did typing, filing, keeping records, and filling out forms. Each of these jobs was of 2 to 3 months' duration.

In October 1964, she registered with the Florida State Employment Service and was referred to several temporary jobs, and to Works, Inc., an experimental project involving the Florida State Department of Education, Division of Vocational Rehabilitation counselors, and Florida State Employment Service counselors.

The first thing the Work, Inc., counselor did was to convert Patricia's rigid walker to a collapsible one, thereby overcoming the difficulty of getting it into and out of an automobile.

A temporary typing job was developed with the Heart Association of Greater Miami, located in the neighborhood of her home. Patricia performed her work so efficiently that the Heart Association made her a permanent employee.

She started work in February 1965 at $50 per week. She has received a $10 increase since that time. Her employer and coworkers have nothing but praise for her work and her cooperation with fellow employees. Her direct superior says her work is almost letter-perfect.

This diminutive young girl, with steel-like determination to surmount her handicap, is completely outgoing. She loves her work—and people. She is now planning for the time when she can buy a car, and become an independent person.

—Florida State Employment Service.

Handicapped Worker in a Professional Occupation

Attractive 21-year-old Miss Lucy C. came to New York City seeking a career in fashion design. She had a severe psychogenic speech defect, which was still quite marked despite 6 years of psychiatric treatment in her home State, and was overwhelmed by feelings of inferiority and depression.

Lucy was 14 when her speech problem first developed. Her doctors diagnosed the disorder as a blocking of thought, which was related to family problems. Her training, the barest minimum, consisted of 9 months of study at a New York school of fashion design. She had to compete against graduates of fashion schools who had taken 3 or 4 years of advanced courses in figure draping and pattern drafting.

The Employment Service saw that Lucy was talented but would need counseling directed not only toward realistic entry into her career but also toward obtaining the psychiatric help she had neglected to continue when she relocated in New York. She accepted referral to a mental hygiene clinic, and was helped to explore various entry routes leading to designing.

After many rejections, and just when she felt she would have to leave the designing field, Lucy was placed in her first job—assistant to a designer. She worked and learned for 4 months, and then was placed as a full designer on doll's clothing. Her work was satisfactory, and her employer told her to come back next season.

Lucy could not wait 6 months. She returned to the Employment Service. Her speech defect had subsided to a great degree; she herself was calm; there was little of the apparent frustration that had made her speech so awkward. She was placed with a doll's clothing firm at a salary substantially above her last one.

For designer Lucy C., the road toward success should now be straight and smooth.

—New York State Employment Service.

Sweet Taste of Success

"I can't say too much for this training. . . ."

In 1962, when a local wine vinegar plant closed, most of Rudolph J.'s plans and the steady work to which he had been accustomed went out the window. Mr. J. had a history of diabetes. Under special arrangements with the employer, who was also a diabetic, he had been permitted to work as a truck driver.

A succession of short-time jobs followed, but nothing steady. With a wife and five children at home, he turned to the County Veterans Service Officer and to Vocational Rehabilitation for assistance. As his diabetes was not stabilized, they could offer no means of getting him into some new line of work. They, in turn, sent him to the Modesto Department of Employment office.

When Mr. J. arrived at the Department of Employment, he was depressed and discouraged by his lengthy unemployment. He was counseled and given the GATB and his interests and other qualifications were appraised. He was then enrolled in a newly formed MDTA custodial training class at New Hope School.

According to Mr. J. this was one of the luckiest things that could have happened to him. To this 41-year-old handicapped veteran, it spelled a chance to start planning on a future again. Today, he is head custodian of a new Modesto Building, earning $1.70 per hour working for the local branch of a commercial building service. Within the next few weeks, there is every prospect that he will be promoted to head custodian job at a new plant, near Oakdale, with a raise of 80 cents per hour.

Through appropriate and meaningful counseling, the availability of good training courses, and selective placement, the Employment Service was able to open the road to a fuller and more productive life for this handicapped worker.

—*California Department of Employment.*

No Legs—No Handicap

A training supervisor assists Leo with his work at the Sparton company.

Only 2 in 10 applicants qualify for jobs at Sparton Southwest, Inc., in Albuquerque, N. Mex. But 33-year-old Leo H., who was born without legs, was hired by Sparton when another Albuquerque electronics firm phased out.

Applicants at Sparton are tested for intelligence, aptitude, personality, education, and practical experience. Leo was found to be well adjusted, competent in every respect, and had a flawless personal background.

Leo is a powerful man of 147 pounds. He uses no mechanical contrivance when he moves from work bench to the cafeteria or to his parking space outside the building. His lower torso fits snugly into a shallow leather bucket held by straps over his shoulders. He propels himself by swinging his body supported by strong arms and hands. By placing one hand on a shelf or bench, the other

on the floor, he swings easily onto a tall work stool.

Leo was born at Ore City, Tex., and attended school at Gilmore. After graduation from high school in 1950 in the top third of his class, Leo studied radio and television repair at a technical institute. His first employment was on-the-job training in a radio repair shop at Lubbock, Tex. There were other similar jobs at Crosbyton and Midland. During a period of unemployment in the summer of 1954, he went back to radio and television repair school. He quit this training to take a job with a Dallas manufacturer where he worked until the company was sold in 1959. Another short period of joblessness followed. In 1960, he was employed by Goodwill Industries of Dallas. Then in February 1963, he was recalled to his regular line of work—salvaging electronic transistors.

During a trip to Albuquerque to visit relatives, he decided to look for employment through the local office of the New Mexico State Employment Service.

The local office interviewer was impressed by Leo's positive attitudes and eagerness. Prior training had made him a highly employable applicant. After about 2 hours spent telephoning prospective employers—a service given frequently where the circumstances of the jobseeker are unusual—the interviewer talked to the personnel man at an electronics firm. The company—which works only on government contracts—decided to give him a try.

The plant manager found that Leo was well accepted by other employees, that production in his unit increased, and that major complaints by employees had fallen off sharply.

Since his employment at Sparton, Leo has completed half of a 4-year course at an electronic institute. He attends night classes three times a week. Expenses are shared by Sparton.

Leo expects to be fitted soon with legs which will give him an eye-level approach to others. His future prospects will be limited only by his own ability, according to his employer.

—New Mexico Employment Security Commission.

Cooperating for Handicapped

(Continued from page 13)

from the work of these groups has been in employer attitude toward hiring the handicapped. Since personnel directors of many Idaho companies are active in local committees, their participation has led to a change in hiring policy concerning the handicapped. In addition to assisting handicapped job applicants, the Mayor's Committees have actively selected outstanding employers and handicapped workers for recognition with respect to their hiring and employability records. This recognition keeps the activities of these committees and the "ability counts" theme before the public eye.

The Governor's Committee issues a monthly Newsletter which covers activities at the National, State, and local levels. Circulation includes committee members, community leaders, public and private organizations, and growing numbers of employers. Emphasis will continue to be directed toward community committee activity, since it is in the community that the worker and the employer must get together.

Our basic objective of public education has been advanced significantly through the sponsorship of our Ability Counts Contest. This writing contest in Idaho, sponsored jointly by the Idaho State AFL–CIO and Idaho State Chamber of Commerce, gives our high school juniors and seniors an opportunity to learn about the handicapped and their abilities, and to express their observations in writing.

In an attempt to broaden our overall public education effort, and to reach more of our young people, the Governor's Committee introduced the "Employ the Handicapped" Poster Contest. This contest was designed to attract a different group, not only younger students, but those who also have artistic ability.

It is felt that through our young people, a better understanding and acceptance of the handicapped will exist as they take their places in the business world. Additionally, through their participation, their parents, friends, and others in the community become aware of this humanitarian effort. Local committees have been very helpful in promoting and supporting these contests and other endeavors sponsored by the Governor's Committee.

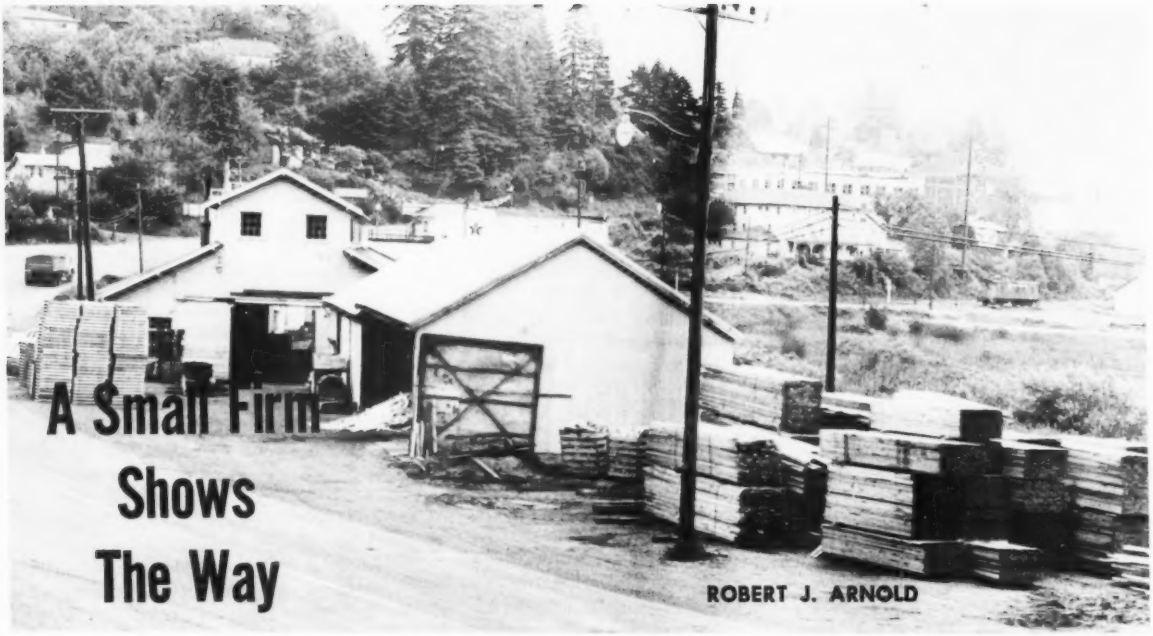
We have always felt the "Employ the Handicapped" program in the State of Idaho to be a coopertive public educational effort designed to promote rehabilitation and employment opportunities for these handicapped persons and to remove barriers to their greater acceptance from both a social and an employment standpoint. Despite the progress that has been made, there remains much to be done. Placement of impaired persons in employment still requires the attention and assistance of the Department of Employment, Vocational Rehabilitation Service, Governor's Committee, Mayors' Committees, and other interested agencies and private groups to provide these citizens with the best possible placement service. We accept this challenge, and look to the future of the handicapped with confidence.

New Help for the Blind

A new device for the blind operates on electronic impulses and contributes to the mobility of blind people. The instrument resembles a flashlight and, when pointed to the direction in which the handicapped person is walking, sends sound signals that are picked up by an earpiece worn by the user, telling him of impending danger. It is anticipated that an electronic alphabet will make it possible for blind people to use the device in reading books. The invention, still in the experimental stage, is expected to be mass produced within the next year.

Volunteer Helps Blind

A Lenox, La., wife of a retired minister has taught her blind and crippled young friends to weave on a loom provided by the Commission for the Blind. One blind girl already has mastered the loom sufficiently to produce rugs commercially. The wife, who learned Braille so that she could teach some blind and near blind persons to read it, says, "A little inventiveness can give so much help and opportunity to so many of the handicapped. You have to believe 'it can be done'; you have to keep an open mind, working to find another way if one doesn't work. You must work against discouragement."



A Small Firm Shows The Way

ROBERT J. ARNOLD

What one small community's initiative and concern for problems of others and local cooperation can do to help its older and handicapped citizens get useful jobs is revealed in this article.

On June 23, the American Legion presented an award to Toledo Products, Inc., in recognition of its hiring of older workers. This firm with unique hiring practices is located in the little town of Toledo, Oreg. (population 3,000) and looks to the local employment office to provide most of its workers.

The story of the company goes back to 1961 when Dr. Matthew Gruber, a local physician, became actively interested in the problems of the aged and the handicapped who were living on small pensions or other inadequate sources of subsistence. Dr. Gruber believed that these people suffered not only economically but also physically because of enforced inactivity, and that many were capable of productive work and would prefer to hold jobs.

Dr. Gruber discussed this problem with various local groups and community leaders, including the manager of the Toledo local office of the Oregon State Employment Service.

Early in 1962, Toledo Products, was incorporated, and a public stock issue offered to finance the firm. The stock was purchased by about 50 local residents.

Prime Objectives

The incorporation papers listed three prime objectives of the new company: (1) to promote the industry and occupation of retired citizens, (2) to provide opportunity for the handicapped or disabled, and (3) to promote use of wood and related products by manufacture and development of such products.

The firm rented a building that had been a boat works and hired its first employee. From the beginning, the Toledo local office assisted the new firm in securing personnel, and local business firms helped by extending credit.

During the first year of operation, there were few orders and the balance sheet showed a net loss. The plant manufactured shipping pallets for the paper division of a local mill, band sticks for a local shingle mill, and some other items.

Soon, however, it became obvious that a larger plant was needed to keep up with the contracts for pallets. A suitable building was purchased from the county with funds obtained by a loan from the Small Business Administration and by Dr. Gruber's selling some of his personal property. The new plant offered a major advantage in its location next to the railway, which meant that products could be manufactured and shipped with a minimum of handling cost. The first out-of-State order was for a carload of "grapesticks" for the California grape growing industry. Since then other orders have been filled in the California markets.

Steady Employment Gain

Starting with three to four men on the payroll, depending on production orders, employment has

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One of the requirements of employment at the Toledo Products Company is that the person be handicapped or past retirement age.

gained steadily during the past 3 years until today 34 men, all previously retired or handicapped, are on the payroll. The firm is constantly looking for new expansion possibilities that can be accomplished by the available work force. The Toledo local office of the Oregon State Employment Service is the major source of recruitment for Toledo Products, Inc. All job orders from the firm stipulated that the applicant must either be 65 years of age or handicapped to be considered for employment. Over half the employees of Toledo Products are handicapped. The types of handicap range from amputees through mentally retarded.

The company does not give its prospective employees a physical examination, but asks the applicant to let the company know the extent of his disability so he may be placed on a job which he is fully capable of performing without endangering himself or his fellow workers. The most serious accident thus far reported has been a cut finger.

An employee at the Toledo Products Company is using a cut-up saw to cut parts for lumber pallets manufactured by the company.

A Profit-Making Enterprise

Toledo Products Inc. was set up not as a sheltered workshop but as an enterprise designed to make a profit on its production. The company not only has given employment to handicapped and workers over 65, but also has created a new payroll for Lincoln County and Toledo. The present payroll for the third year of operation is approximately $30,000, with a $50,000 payroll projected for the coming year. It is an industrial payroll that goes on throughout the entire year without seasonal lulls. And, as a special bonus, according to the local ES office manager, "The effect this company has had on local employers' attitudes towards hiring the handicapped is unbelievable."

TRAINING ACTIVITIES

(*Continued from page 20*)

draftsman, electronics mechanic, electric appliance serviceman, janitor, gardener/groundskeeper, upholsterer, and data processing programer. Also, reflecting the broadened scope of MDTA training for handicapped and other persons, special institutional training projects for the mentally retarded have been developed by at least 10 States. Among the most recent is a project in Bangor, Maine, to train retarded and other handicapped youth and adults as textile laborers, domestics, and boot and shoe stitchers.

Latest Training Highlights

Under ARA Program
(As of June 30, 1965)

Approved training projects	1,029
Total trainees approved	43,276
Enrolled in training (estimated)	36,800
Completed training (estimated)	28,200

Under MDTA Institutional Program
(As of August 1, 1965)

Approved institutional training projects	6,206
Total trainees approved	359,411
Enrolled in training (estimated)	253,000
Completed training (estimated)	127,000

Employment Status
(March 1963–January 1965)

Current Labor Force Status (Based on last report)	Number
Followup reports received	9,877
Employed	6,886
Unemployed	1,863
Out of labor force	1,128

Employment Status
(March 1963–January 1965)

Current Labor Force Status (Based on last report)	Number
Followup reports received	42,251
Employed	31,448
Unemployed	7,409
Out of labor force	3,394

State Agency
Trainee Selection and Referral Activities
(September 1961–June 1965)

*Screening interviews	131,367
Counseling interviews	48,537
General aptitude tests	27,291
Specific aptitude tests	40,219
Proficiency tests	4,716
Referrals to training	40,036

State Agency
Trainee Selection and Referral Activities
(June 1962–June 1965)

Screening interviews	1,744,563
Counseling interviews	522,471
General aptitude tests	237,476
Specific aptitude tests	239,145
Proficiency tests	33,045
Referrals to training	288,720

*Cumulative from September 1962.

What's Happening in the YOCs

YOUTH REPORT

Seeing the printed word translated into physical reality can be a fascinating experience. Although recommendations for locating the YOCs and for the physical facilities have been fairly general, the Centers are showing striking similarities.

The suggested location for the Centers is in a borderline area between slum sections and business districts and served by public transportation. The ideal location is at street level, perhaps with utilization of a second floor. However, some Centers are housed on higher floors, necessitating the use of an elevator; some are in renovated stores, one is in a refurbished bowling alley, another is in a former bank, and still another is in an old furniture store. Some required a long search by ES people to find suitable quarters available for lease on budgetable terms, but so far most of the facilities seem exceptionally appropriate.

Innovations are needed in the way of reception activity, for in the waiting areas of some YOCs the boys and girls can be seen seated stiffly in rows. The libraries, recommended in the YOC prospectus, offer one opportunity for using this waiting time for constructive purposes. Library materials would be available for both youth and staff. Community involvement in this enterprise is anticipated in some cities. For example, one Community Relations Coordinator has said he believes funds for the purchase of books, even audio-visual aids, may be donated. Also the librarian role may be assumed by volunteers.

YOC decals are being used effectively to identify the Centers as "the place to go to go places," and some YOCs are supplementing them with other locally printed identification signs.

Photo courtesy Minnesota Department of Conservation

Minnesota ES Commissioner Robert J. Brown welcomed Vice President Hubert Humphrey as he arrived to dedicate the Youth Opportunity Centers in St. Paul and Minneapolis. Among those present at the ceremony were Governor Karl Rolvaag, Mayor of Minneapolis Arthur Naftalin, Congressman Donald M. Fraser, and BES Director Robert C. Goodwin.

YOC Advisory Committees

"The Youth Opportunity Center should utilize an advisory committee." Guidelines for planning, operating, and staffing Youth Opportunity Centers anticipated the importance of developing channels and means for providing or expanding resources needed by youth coming to the Centers—whether for training, health or social services, or basic education. Suggestions were offered in the guidelines for lining up such a committee, also the effective composition of the membership. With YOCs opening at an accelerated pace, and with the new service crystallizing its own identity, a variety of interpretations have been given to the Advisory Committee proviso.

In Hartford, for example, three teenagers serve effectively on the Committee. Other Centers, of which Baltimore is a good example, have 12-member "working" Committees that meet monthly, communicate between meetings, and represent a good cross section of the community. In several cities, the Manpower Advisory Committee has served as the nucleus of a larger and more representative YOC Advisory Committee. In others, the Manpower Committee has appointed a subcommittee to serve the YOC. Other YOCs have not yet appointed an Advisory Committee, but plan to do so in the weeks ahead.

Working Without Pay in the YOCs

Many people in every city in this country are anxious to help today's youth solve their problems of employability. Quidelines for the establishment of Youth Opportunity Centers suggest that volunteers be recruited to supplement but not supplant, the work of the paid staff. The functional statement for the Community Relations Coordinator specifies that he "consult with Youth Opportunity Center staff to identify appropriate functions which can be handled by volunteers, and plan a program to recruit, train, and utilize volunteers."

Thus, as the curtains roll back on the opening YOCs, volunteers are being utilized in widely differing ways and degrees. In Wichita, enthusiastic youth volunteers type, assist with

clerical work, and perform other office functions. Along with contributing their time and effort, they are acquiring valuable work experience, and will be recommended by YOC supervisors for job vacancies at the appropriate time. At least three Centers report that a significant contribution is being made by ES retirees who are so dedicated to the Employment Service that they give up many hours, on a regularly scheduled basis, to assist with technical and clerical overloads.

Work in the "information" field is being performed by a volunteer (trained by a YOC supervisor), who is busy getting parental consent for Job Corps selectees, and who at the same time tells the families about other youth programs which might be of assistance to brothers and sisters of the selectee.

Still other kinds of services are being performed by private citizens in the various Centers. In one area, business people donate *new* clothing to boys and girls accepted for training programs. In Atlanta, the Georgia Federation of Women's Clubs adopted the Youth Opportunity Center, making service there its biennial Community Improvement Project. After a series of orientation meetings, the group commenced a program of volunteer duty which promises regular assistance with the reception function and operation of movie and slide projectors for group sessions.

Although it is too soon to evaluate the volunteer's contribution to the YOCs, these examples indicate that quality performance can be anticipated in a wide range of services.

CAUSE—One Year Later

Within a year after completion of the first CAUSE (Counselor-Advisor University Summer Education) program, reports reveal a high level in the performance of graduates.

One YOC manager, who was originally most skeptical, said "I will have to swallow my words about them. They are wonderful." Enthusiasm is noted elsewhere, among managers and other staff. "Outstanding people" is another phrase used to describe them. Another state official said he is "impressed with all CAUSE people." "The only difficulty I have is in holding them," said another. "Because they are so dedicated, they are being offered better-paying jobs."

The 1964 class graduated over 1,700 "Aids" and "Advisors" from 27 colleges and universities.

The 1965 training was given in 33 universities for 2,150 CAUSE trainees, and in five others for 200 community workers.

Harold K. Montross, Chief, Office of Employment Service Activities, BES, speaks at the opening of the Miami Youth Opportunity center.

Group Guidance in the YOCs

Group guidance sessions, as recommended in the YOC guidelines, have been started in some Centers with gratifying effect. Excellent results were attained in Wilmington, Del., which held sessions for both boys and girls who had been accepted for MDTA training. One group contained 13 boys and girls; another 18. The purpose of the sessions was to make sure that the youth understood the purpose and seriousness of the training, what was expected of them, and the job prospects that might await them on completion. Both groups responded with lively interest and good attitudes.

The opposite reaction was experienced in a southwestern city which scheduled sessions on general work attitudes and job preparation. The plan had to be changed when a large number of the youth failed to show up, and little interest was shown by others. The response changed noticeably with the announcement of more specific topics—do's and don'ts in getting a job—and the use by the counselor of more meaningful group dynamics techniques, such as role playing.

Another YOC in the Far West is evidently sold on the effectiveness of group guidance, and further news from this Center will be awaited with interest. Eleven 3-hour sessions of in-service training were provided to staff on group guidance techniques, and these were received with great enthusiasm, and plans for scheduling group sessions with youth were being made at the time of this report.

Success at Mahoning Valley

At the Ohio Mahoning Valley Vocational School (MVVS) these days, everyone walks a bit taller because of what happened to Donald. A machine operator at the Republic Rubber Company, Donald is earning $23 a day and has been recommended

for a scholarship at Youngstown University, where he hopes to study engineering.

One of 8 children, Donald came to Youngstown with his sister 2 years ago. After graduating from high school in Gadsden, Ala., he went to Montgomery where his only steady employment, as a janitor, paid him $35 a week.

Before entering MVVS, Donald was referred by the Ohio State Employment Service to numerous job openings, but his lack of skills prevented him from getting and holding a job of any kind. Testing upon entry showed him to be functioning at the 8th grade level. He received counseling, testing, and other services related to his vocational training, 250 hours of remedial education, and 1,020 hours of vocational education as a machine operator. He functions now at the high school level.

The youth, whose father never earned more than $40 a week, and who did not have a change of clothing when he arrived at MVVS, now saves 80 percent of his earnings. He plans to keep his present job for a year and then apply at the University.

Handicapped American of the Year

A 72-year-old man, Roger W. Irving of St. Petersburg, Fla., who overcame loss of his voice because of cancer and now teaches similarly afflicted people to speak, was honored as Handicapped American of the Year for 1964 by the President's Committee on Employment of the Handicapped. He received the award at the Committee's Annual Meeting in Washington, D.C., on April 29, 1965.

This award is presented annually to a person who has surmounted his or her handicap to become a useful citizen and who has helped encourage, inspire, or facilitate employment of other handicapped persons. The mahogany and silver shield is made for the President's Committee by the Institute for the Crippled and Disabled in New York City.

Mr. Irving's first encounter with disability came at the age of 17. The lower portion of his right arm had to be amputated after a heavy press crushed it as he worked as an electrician. He rehabilitated himself by returning to school. When funds ran out, he got a job as a salesman to help his family, and supplemented his income by singing professionally. But, some years later, he was forced to give up his singing and selling careers when his voice began to fail as a result of cancer of the vocal chords.

His larynx was removed, and he was given a mechanical voice. With the assistance of the Florida Division of Vocational Rehabilitation, he was able to take a course in esophageal speech. He not only mastered this course, but also took a postgraduate course in esophageal speech and organic voice problems. He was certified as an instructor and now teaches a course in esophageal speech at the University of Miami in Florida.

Despite his severe disability, Roger Irving remained undaunted. He has dedicated his life to helping other laryngectomees to learn to speak. He has taught more than 100 so far and has traveled at his own expense all over the world to study, to lecture, and to promote esophageal speech. In addition, he has authored many papers pertaining to this type of speech. He has spent much of his leisure time counseling and tutoring laryngectomees as well as participating in organizational activities on their behalf.

Mr. Irving also has been active in the Boy Scouts of America, the Florida Governor's Committee on Employment of the Handicapped, and the National Rehabilitation Association.

His wife, daughter, and son-in-law were in the audience as Mr. Irving received the award from Secretary of Labor W. Willard Wirtz, who made the presentation on behalf of President Johnson. In accepting the honor, Mr. Irving spoke briefly to the gathering.

Secretary of Labor W. Willard Wirtz presents the award to Roger W. Irving.

Scranton's New Look and Outlook

GUY A. SOLFANELLI

The Scranton, Pa., labor area (Lackawanna County) has been classified by the U.S. Department of Labor as an area of high unemployment continuously throughout the past 15 years. It was one of the original areas designated by the U.S. Department of Commerce to receive assistance under the provisions of the Area Redevelopment Act of 1961. Expenditure of more than $2.3 million in commercial and industrial loans and grants for public facilities has been approved for the area through the first quarter of 1965. In addition, some $43,000 for technical assistance and $233,000 for training of about 400 local workers were approved under this law.

Under the provisions of the Manpower Development and Training Act of 1962, a total of almost $550,000 has been approved (as of May 31, 1965) for the training of more than 200 Scranton workers to enable them to obtain marketable job skills. More than $6 million in Federal and local matching funds have been approved under the Accelerated Public Works Act of 1962 for the expansion of public (mainly health) facilities in the Scranton area. The area has also benefited from the placement of some $112.7 million in defense procurement contracts between July 1960 and December 1964. More than $12.7 million of this amount was awarded to Scranton firms because of the high unemployment in the area.

Guy A. Solfanelli is District Manager, Pennsylvania State Employment Service.

An architect's drawing of the new home of the International Correspondence Schools in Scranton.

Scranton, Pa. is a remarkable example of a large city which rose to meet the almost overwhelming challenges created by depletion of the single resource on which its economy had been based. For almost a hundred years, the city of Scranton and surrounding communities thrived on the mining of anthracite coal. It was a staggering blow, therefore, when the industry went into a rapid decline in the 1930's. In 1924, total employment in the anthracite industry was 35,800. Today, a mere 700 workers are left to man this once flourishing enterprise.

Faced with the decline of their basic industry and with a growing problem of unemployment, the people of Scranton did not turn to disillusion and despair. Instead, they looked to a newly found natural resource—their rich deposits of community leadership, vitality, and civic spirit.

The first step toward economic rehabilitation was taken when the Greater Scranton Foundation Fund was established in 1941. The Scranton Chamber of Commerce sparked this action to create thousands of new industrial jobs and to pour millions of dollars into circulation as a result of added payrolls. New industries were attracted to the area through publicity campaigns, and new plants were constructed and financed largely through bond purchases or outright contributions from Scranton citizens in all walks of life.

The Scranton plan provided a beacon for other communities in similar circumstances and received nationwide acclaim. It became popularly known as "The Scranton Story." Its first accomplishment was the sale of $1.2 million first mortgage bonds to the people of the region to acquire the 550,000 square-foot Murray plant which manufactured bomber wings during World War II. A Scranton Plan Corporation was formed in 1945 to purchase the plant from the Federal Government and to lease it to the Murray Corporation on a rental-purchase agreement. Scranton's first step toward full economic recovery was begun.

Another community corporation was formed in 1945 known as the Scranton-Lackawanna Industrial Building Company. This company sold $1.3 million of 4 percent debenture bonds to the people of the community; the money was used to build 11 new plants in the Scranton area, which were also leased on a rental-purchase plan.

The Scranton citizenry, realizing that the job was still incomplete, saw fit to strengthen the Plan through the creation of still another nonprofit corporation, called the Lackawanna Industrial Fund Enterprises (LIFE) in 1950. The basic purpose of this organization was to provide a perpetual revolving fund of risk capital for the erection of new industrial buildings. Funds were solicited as an outright gift from the people of Scranton and outlying areas. A committee of 100 citizens—composed of union leaders, mine workers, truck drivers, merchants, school teachers, firemen, businessmen, bankers, representatives of religious and civic organizations, professional people, and the press—joined hands with the Chamber of Commerce and the youth of the community to raise the funds which were to build new industries and breathe new life and add new payrolls into Scranton and the surrounding area.

With the vigorous and dynamic leadership for which Scranton is now famous, the drive was a resounding success. As a result of these combined efforts, over $3.5 million was raised. People from all walks of life (32,472 to be exact) gave money to the fund.

Backed by this huge fund and the total citizenry, plants began locating in Scranton. Added to the city's industrial family were such names as the Trane Company, W. L. Maxon, Weston Instruments, Dearborn Glass Company, Blackstone Cigar Company, McKinney Manufacturing Company, Chrysler Defense Plant, Superior Fireproof Door and Sash Co., Poloron Products, Billig Shoe Company, Mayflower Showcase Company, Topps Inc., Babcock and Wilcox, and Branch Motor Lines.

Unemployment rates moved steadily downward, dropping from 16 percent in May 1958 to 6.6 percent of the labor force as of May 1965.

The Pennsylvania State Employment Service played a major role in community efforts toward industrial

development. The staff of the local employment office worked closely with the Chamber of Commerce to provide prospective employers with labor supply information, wage rates, avaliable skills data, and other characteristics of the job market. Practically all new employers channeled their initial hiring through the Pennsylvania State Employment Service.

The Scranton local office participates extensively in LIFE programs and projects, as well as in other efforts by the Chamber of Commerce, to induce employers to locate in the Scranton area. In virtually every case where a prospective employer contacts the Scranton Chamber of Commerce with the intention of establishing a plant in the local area, the Chamber Industrial Commissioner escorts the employers to the Scranton employment office to consult with the manager and other key personnel regarding wage rates and to procure a firsthand picture of the caliber of applicants available for prospective employment in his plant.

The manager arranges for a guided tour through Employment Service operations to acquaint employers with recruitment, registration, referral, and placement techniques and to give the employer a practical demonstration of the use of aptitude tests in the selection process. In many instances, the office will make special surveys and studies of registrants to give the employer an accurate picture of the type of applicants available as far as background, experience, and age ranges are concerned. Aid to prospective employers is illustrated by a recent cooperative effort with the Scranton, Pittston, and Wilkes-Barre Chambers of Commerce to help consummate the decision of Topps, Inc., to locate in an area adjacent to Pittston and directly between Wilkes-Barre and Scranton metropolitan areas.

Topps, the world's largest bubble gum manufacturer, will employ more than 600 people. To assist this plant in its initial planning and negotiation to locate here, the District Office was contacted on many occasions by officials of the firm to obtain extensive and detailed job market data. Local offices in Pittston, Scranton, and Wilkes-Barre participated jointly in extensive recruitment campaigns with local news media cooperating to solicit applications from local residents interested in working for this firm. More than 20,000 replies were received, and the local offices will assist in screening and referring applicants when the time arrives. The District Office also served in an advisory capacity to plant officials in setting up wage rates and in the establishment of personnel policies.

The Scranton employment office is generally in on the ground floor of all industrial development in the Scranton area. All local office facilities and tools are placed at the disposal of prospective employers. Local office personnel screen and test applicants to help staff the plants. In many instances, company personnel officers are placed initially in the local office to do their recruiting by working closely with BES personnel. Some firms served in this manner include Chamberlain Corporation, McKinney Corporation, and Cincinnati Galvanizing Company, in addition to the Topps Company mentioned above.

Leaders in the Scranton story did not confine the program to Scranton. Working with the conviction that what benefits one section benefits the entire area, they were in the forefront of the campaign to locate a $35 million U.S. Army Depot at Tobyhanna, less than a 30-minute drive from the city, which draws much of its huge labor force from the area.

Nor did they forget long established industries, which were encouraged to expand. For example, the International Correspondence Schools, known as the World's Schoolhouse, was singled out one week as part of a continuing "Boost Scranton" campaign of the Scranton Chamber of Commerce and the press.

(*Continued on page 54*)

The Anemostat Corporation, manufacturers of industrial air conditioners, became a part of Scranton industry in April 1961. The company moved the entire operation from Connecticut and occupied the former Federal Pacific Electric plant under the auspices of LIFE–SLIBCO.

The Scranton office of the Bureau of Employment Security staffed the entire plant. Job specifications were prepared, a total of 3,000 company applications were processed, 1,100 applicants were tested, and 300 placements constituted the initial force. Representatives of the company "worked" in the Scranton office conducting interviews while the plant was being renovated. Tests used were: B–328 Assembler, Electronic Accessories; B–397, Machine Operator, General; B–400, Clerk, General Office.

The present work force of the company is 320 and the Scranton local office is contacted when any opening exists. In October 1963, the Anemostat Corporation was awarded the "Handicap Employer of the Year" award for Pennsylvania.

The "Mack" Project

AUTOMATION

Twenty Automation Manpower Services demonstration projects were started in 11 States during 1961–63 to gain experience with manpower problems arising from changing technology and mass layoffs. Financed by the U.S. Employment Service and conducted by its affiliated State Employment Services, the projects were designed to combine action and research to demonstrate what the Employment Service can do in rapidly changing job markets.

The accompanying article encompasses chapter 6: "Summary of Findings" of the recently issued report of the activities of the New Jersey State Employment Service on behalf of workers who were permanently laid off when the Mack Truck Company shut down its Plainfield, N.J. facility and moved its operations to a new plant in Hagerstown, Md. On the basis of its experience, the New Jersey agency makes several recommendations for procedural change or modification of local office operations which are intended to enable the Employment Service better to meet job market problems of today and the near future. The report is a frank discussion of the agency's attempts to smooth the transition to new employment of several thousand well-paid, long service employees with varied occupational skills. Copies of the full report are available from the New Jersey Division of Employment Security, John Fitch Plaza, Trenton, New Jersey, 08625.

Launched as an all-out effort to find reemployment for more than 3,000 workers displaced by plant relocation, the Mack project fell far short of expectations. Yet, a look from the vantage point of time shows accomplishments which were not envisioned during the first few months of the project's existence. Disappointment in the small volume of direct placements, so evident during the project, might well give way to pride in the project's value as a contribution to research and as a guide for future Employment Service activities.

Results achieved in the placement part of the project, though below expectations, were comparable to those reported in other studies: The Employment Service was counted directly responsible for the placement of 20 percent of the workers employed a year after layoff—an estimate which includes a small number of multiple placements of individuals. However, perhaps more was accomplished for the Mack workers than is visible in the figures: Through its many contacts with the Mack workers—by orienting them, motivating them, or prodding them to seek new employment—the Employment Service was indirectly responsible for an unknown additional number of workers finding employment. Unfortunately, there is no way to measure what might have happened to the Mack workers had they received merely routine services, since no comparable control population existed.

No single factor can be held to account for the outcome of the placement action program. The extraordinary problems which beset the project's launching; the characteristics and attitudes of the displaced workers; the nature, temper, and economic health of the job market they entered; and finally, the type, range, and emphasis of current Employment Service practices—all seemed to be factors exerting a strong influence on project results.

On the other side of the ledger, the research aspect of the Mack Project, though appended belatedly, proved surprisingly successful in yielding significant guideposts for future Employment Service activities. Data on the characteristics and attitudes of the Mack workers highlighted factors which seem promisingly relevant to the individual's success in finding reemployment, and also pinpointed obstacles to such success. At the same time, close review of current methods for handling displaced workers suggested several avenues for improving and integrating services to cope with recent developments in the job market.

Workers' Characteristics and Attitudes

Among characteristics strongly associated with subsequent reemployment, the number of dependents appeared quite influential. Despite their tendency to be in the older age groups, individuals with two or more dependents were more apt to be working a year after layoff than were those with fewer dependents. Home ownership and availability of an automobile were also more frequent among those who found jobs. Education was another factor positively related to reemployment success, the critical point apparently being the completion of grammar school. Sex did not appear significantly related to reemployment, even though a somewhat larger proportion of the men than of the women in the Mack population were working a year after layoff.

When attitudes were analyzed, "the mobility attitude" seemed one of the most dynamic influences on reemployability. Those who initially expressed a willingness to take specific steps to overcome problems in obtaining a job were the most likely to be employed a year later—regardless of whether they had actually taken those steps. *Those with such attitudes as a willingness to consider a new line of work, to take counseling and testing, to take training in new skills, and to commute relatively long distances were more likely to show up among the employed than among those who, after a year, still did not have a job and had exhausted their unemployment insurance benefits.*

Two factors which might have been assumed beforehand to hinder reemployment proved to have a

rather surprising relationship to whether Mack workers were employed a year later. One was age, a factor which the workers clearly considered an obstacle to reemployment. (There was some evidence that prospective employers tacitly agreed.) *Contrary to the findings of earlier studies, the Mack data revealed increasing rates of reemployment with ascending age up to 58—when double pension benefits became effective.*

The other anticipated impediment to reemployment was the sizable packet of termination payments, unemployment compensation, and supplementary benefits received by the Mack workers. Again, *contrary to expectations, a majority had not exhausted compensation claims a year after layoff, and many had taken jobs which paid little more than the combined benefits to which they were entitled.* The effect of these payments, apparently, was not to discourage reemployment, but to permit the workers to scout the job market for themselves—to exercise a measure of independence toward job offers, whether dealing with employers directly or through the Employment Service.

It is possible that the several factors mentioned above interacted to produce the results shown by the data. For example, the influence of the age handicap may have been partially counterbalanced for workers under 58 by the incentive force of larger numbers of dependents. On the other hand, when benefits increased markedly at age 58, the additional effort required to overcome the age impediment may have seemed less worthwhile, and nonwork status may have become particularly attractive.

Finally, the data yielded some rather striking indications as to the workers' concept of an acceptable job. It was evident that their assessment included many more factors than those which usually guide Employment Service referrals. They did not hesitate to change occupational goals or to accept lower rates of pay on their own if their community or home status was maintained or enhanced by the job. Apparently, the displaced worker, consciously or unconsciously, weighed many factors and tended to accept a job offer when it contained at least one aspect which compared favorably with the job he had lost. Employment Service referrals, based on the applicant's "occupationally significant background," too often confronted workers with jobs which offered no saving grace.

Characteristics of Former Mack Truck Employees

Characteristics	(Percentage distribution)	
	Working November 1962	Not working November 1962
Age in years:		
Total	100.0	100.0
30 and under	13.7	10.7
31–44	41.4	22.4
45–57	36.0	27.1
58 and over	5.8	35.8
No age data	3.1	4.0
Education—years of school completed:		
0–7 (100.0)	45.5	54.5
8–11 (100.0)	70.7	29.3
12 and over (100.0)	78.5	21.5
No data	39.5	60.5
Number of dependents:		
Total	100.0	100.0
None	16.7	29.6
One	18.4	30.8
Two	26.1	13.5
Three	17.9	10.7
Four or more	17.9	7.4
No data	1.1	3.3
Dependent of another	1.9	4.7

Employment Service Practices

From the point of view of developing and finding new jobs, the Mack shutdown posed an exceptionally difficult problem. The laid-off workers' skills and job specialties were not in great demand, their previous union and plant experiences had bred unrealistically high expectations, and their circumstances were such as not to compel them to seek employment immediately. Because of this combination of circumstances, it would have been necessary to establish a close guidance relationship with a large segment of the work force as early as possible prior to the layoff, and simultaneously to observe the job market and cooperate with the employers so as to find as many openings as possible. Because of the particular circumstances surrounding the project and lack of personnel, however, early contacts with the workers remained fleeting and were seldom developed in depth. Applications were given a routine treatment, based upon primary job classifications on file, which was not conducive to solving the "job getting" problem of a large number of the former Mack workers.

A more adequate depth counseling job seems necessary in order to broaden the horizons of the individual and make his skills more marketable and his attitudes more receptive to the jobs available. Moreover, when separation benefits are sizable, as in the Mack case, the financial situation of the worker eliminates the need for a "crash" reemployment program, allowing the Employment Service the time required to study and work with individuals and to use the motivators that will induce job acceptance.

Counseling must not be simply a cursory discussion of job goals, aptitude test results, and decisions as to

Labor Force Status of Former Mack Workers 1 Year After Layoff

	Total	Percent
Employed in new jobs	1,360	60.7
Unemployed	458	20.4
Out of the labor force	238	10.6
Reemployed at Mack	163	7.4
Information not available	21	.9

advisable fields of work, which the limited time and resources imposed on this service in this case. As a minimum, Employment Service counseling standards must be applied, in depth, including a thorough discussion of attitudes and characteristics of the individuals and of the ways of putting these traits to positive advantage in seeking new employment. Factors, such as age, education, sex, and reemployment attitudes, must be thoroughly considered. In light of the fact that larger proportions of the older Mack workers (at least up to the age of 58) were successfully employed, compared to those who were younger, it seems probable that an individual's drive for a job can overcome the disadvantage of age. Apparently, if a jobseeker has a flexible attitude toward employment and if he is willing to take training to overcome skill or educational handicaps, he may, in large measure, overcome the age obstacle.

Another deficiency brought to light by the project concerned the volume activity concepts followed in referral and placement activities. In an effort to achieve the highest number of placements, the local offices concentrated upon the cases of those applicants who, in the light of their personal data and qualifications, appeared most likely to find employment. This meant that a substantial part (about one-third) of the work force, the older and less educated workers, received practically no service. As this case shows, these principles must be modified and resources provided so as to assure active assistance to each category of displaced workers. Moreover, the Employment Service, besides seeking to make placements itself, ought to develop channels for providing placement opportunities through other agencies and through the worker's own effort.

Another part of the Employment Service's job as a manpower agency is to "educate" employers in need of workers and influence their attitudes toward applicants so that they will be less arbitrarily selective in their hiring practices. They need information as to what they should expect of an applicant in terms of the existing job market, so that their selection standards will be brought into tune with available supply. The objective of these more intensive services to applicants and employers is to insure the referral of an applicant to a job he will take and to an employer who will take him.

Such an Employment Service attitude, supported by needed resources, might help eliminate the restriction of services, especially referrals, to a small part of the labor supply. This can result in a more nearly total exposure of all applicants to opportunities which can be opened through job development programs, such as were evolved for the Mack project. These campaigns brought about employer cooperation and a better image of the Employment Service in the eyes of employers. Advantage can be taken of this apparent employer receptiveness to Employment Service efforts of this kind.

To accomplish all this, the Employment Service must make some basic changes. It has to provide a more valid and active file, accurately reflecting the number and kind of applicants available. It must take into account that there are and will be layoffs of a permanent nature, with no hope for reemployment in similar jobs that have given way because of new production techniques or products, or new ways of servicing customers.

The application card must be designed to reflect not only the present skills, which may be obsolete and restrictive to job getting success, but also to reveal the potentialities and attitudes toward work of the applicant. But, as the card is placed in the active file and while it is there, a periodic check should be made of the applicant's status in the job market; and more important, whether his attitudes are changing in terms of his job prospects. There must be sufficient staff and time for the interview-counseling phases to provide guidance to individuals who must seek new occupational fields. The local office must have knowledge of employer needs and prepare for training courses necessary to develop individuals' skills to fill openings. Some financial aid is necessary to help training courses get started and these courses also need to be tied to jobs available in the job market.

These changes would tend to establish a new kind of relationship between the Employment Service and the workers. Instead of purely routine contacts, such as those involved in collecting unemployment insurance benefits, there would be a deeper and more meaningful relationship, since the workers would have a strong feeling that the Employment Service was sincerely interested in them as individuals and also capable of solving their problems. In order to achieve this, however, the local office personnel must acquire much greater familiarity with the way the workers think and feel.

The new improved services would call for suitably modified administrative settings. A number of alternatives are conceivable, and several should be tested and evaluated in order to find out which type organization is most effective in one or the other type of job market area.

It may be stated, in conclusion, that the Mack Project produced promising information on factors which seem to increase the likelihood of reemployment; in addition, yielded practical suggestions as to how the work of the Employment Service could and should be improved. On both scores, continued effort is needed in order to enable the Employment Service to cope with layoffs due to technological change and automation.

In October . . .

Meeting Employment Problems of Older Workers

MANPOWER TRENDS

MAJOR JOB MARKETS IN JULY

The manpower situation in the Nation's major employment centers was more favorable in July than at any time since early 1957, as eight more areas shifted to lower unemployment. Low to moderate unemployment conditions prevailed in 131 of the 150 major areas regularly surveyed by the U. S. Employment Service and affiliated State agencies, compared with 115 in July 1964. Major areas in substantial unemployment categories were reduced to 19 this July; a year earlier, 35 were so classified. Two areas--Johnstown, Pa. and Jersey City, N. J. --moved from substantial to moderate unemployment, six from moderate to low unemployment (1. 5 to 2. 9 percent of the work force). Johnstown, for 12 years in the substantial unemployment category, was reclassified chiefly because of long-term expansion in its dominant steel industry. The Jersey City area returned to a moderate unemployment rating for the first time since December 1962, largely as a result of over-the-year advances in electrical equipment and other durable goods manufacturing.

In the last 2 years, the general economic uptrend has been accompanied by a drop in the number of areas (major, small, and very small) characterized by "hard core" substantial unemployment from a peak of 588 to 459, the greater part of the improvement occurring in the past year.

TEENAGERS RAISE JOB TOTAL TO NEW RECORD

Total employment rose a sharp 1. 1 million in July--650, 000 more than usual from June--to reach an alltime high of 74. 9 million. The gain took place in the nonfarm sector and primarily among teenagers, whose employment increased by 1. 6 million, offset partially by a drop of 500, 000 in the number of employed women (mostly schoolteachers). Because of the early survey week, the employment figure for 14-19 year-olds was unusually low in June. Teenage employment moved up strongly in July to a seasonally adjusted 6. 4 million, exceeding the previous high in May by 400, 000. The employment of 16-21 year-olds--to whom special attention was given this summer--increased by 1. 4 million between June and July (compared with 900, 000 a year ago). Nonwhite youngsters accounted for one-fourth of this group's job gains.

Since July 1964, total employment has risen by 2. 4 million, representing gains of 950, 000 each for teenagers and adult women and a rise of more than 500, 000 for adult men.

JULY UNEMPLOYMENT AT 8-YEAR LOW

Total unemployment dropped a more-than-seasonal 700,000 from June to 3.6 million, the lowest for July since 1957. Moving unevenly downward for 18 months, the seasonally adjusted unemployment rate dropped to 4.5 percent in July, the lowest in nearly 8 years. While unemployment among teenagers dropped seasonally, their job gains from June were greater than usual, reducing their unemployment rate from 14.1 to 13.2 percent. Seasonally adjusted jobless rates for men 20 years and over (3.1 percent) and married men (2.3 percent) continued to edge down in July to reach the low rates of the 1955-57 expansion. For adult women, the rate of unemployment returned to 4.3 percent, seasonally adjusted, down substantially from 5.0 percent last July. Compared with a decline in the rate of joblessness for white workers to below 4 percent for the first time in 8 years, the rate for nonwhites moved up to 9.0 percent in July (seasonally adjusted).

INSURED UNEMPLOYMENT DOWN

Insured unemployment averaged 1,439,600 per week during fiscal year 1965, 15 percent below that of the preceding year and the lowest since fiscal 1957. The rate of insured unemployment moved down over the year from 4.0 to 3.3 percent--the lowest rate for a fiscal year since 1956. At 1,173,500 for the week ended July 17, insured unemployment was 179,300 less than a year earlier. The rate of insured unemployment was 2.7 percent.

NONFARM PAYROLLS RISE AGAIN IN JULY

After a record second quarter, July nonfarm payroll employment continued the favorable trend of recent months, advancing by 170,000 jobs to a 60.7 million total, 2.3 million above July 1964. Labor disputes held the gain in contract construction to 60,000, about half of its usual June-July increase; trade and services recorded seasonally adjusted gains of 40,000 and 60,000. Improvement in payroll employment in July would have been somewhat larger except that about 100,000 more workers were directly involved in industrial disputes than during June.

JULY FACTORY JOBS TOP WORLD WAR II PEAK

In July, factory employment (seasonally adjusted) passed for the first time the previous record set during World War II, moving up by 90,000 to 18,133,000 workers. Over-the-month improvement was concentrated in the five major metals and metal-using industries and continued the uptrend in the production worker category, where most of the recent gains have been made. However, such jobs were still below the comparatively high levels of 1953 and 1956. The July 1964 to 1965 expansion of 800,000 factory jobs accounted for 35 percent of the total nonfarm increase. Previous to mid-1964, manufacturing employment gains had lagged far behind those in the service sector.

Interarea Recruitment. . . .

Occupational Shortages Intensify

Increased local shortages in a wide variety of occupations were reflected in a 48 percent over-the-year increase in job openings placed in interarea recruitment through the Federal-State Employment Service system in June 1965. June marked the seventh successive month that total openings placed in interarea recruitment rose well above the same month a year earlier. In December 1964, the over-the-year increase was only 6 percent; by March 1965, it was 43 percent.

Local shortages of skilled workers for durable goods factories dominated the widespread upsurge in manpower needs accompanying the Nation's continuing economic expansion. Also reflecting rising industrial production were unmet needs for engineers, technical personnel, and lesser skilled factory workers. In addition to production-related expansions, sizable increases from a year earlier were reported in locally unmet needs for auxiliary health workers. Part of this increase resulted from a freeing of professional personnel from more routine tasks, a trend underway for some time. Also contributing to the increase in total openings over-the-year was an administrative change in the recruitment of teachers for overseas assignments. Total interarea recruitment openings neared 30,900, the highest level in 8 years. During the economic upturn of 1956–57, the total reached 41,800.

Hard-to-fill openings for durable goods production were geographically widespread, but centered in a relatively few major industries. Large numbers of openings were in the shipbuilding, aircraft, machinery, and primary metals industries, and in Government installations. Other substantial stringencies were mainly attributable to the needs of public and private facilities providing health, education, and welfare services.

As manufacturing employment reached the highest level since World War II, locally hard-to-fill openings for production workers were greater than at any time since mid-1957. Increased requirements covered a wide range of occupations and skill levels. Job openings for production and construction workers placed in interarea recruitment, on the rise since early 1964, exceeded 12,000 by mid-1965, compared to 7,000 a year earlier. Most prominent were the geographically widespread and industrially diverse needs for skilled metalworkers, especially machinists and arc welders, and for electricians, pipefitters, mechanics, and repairmen.

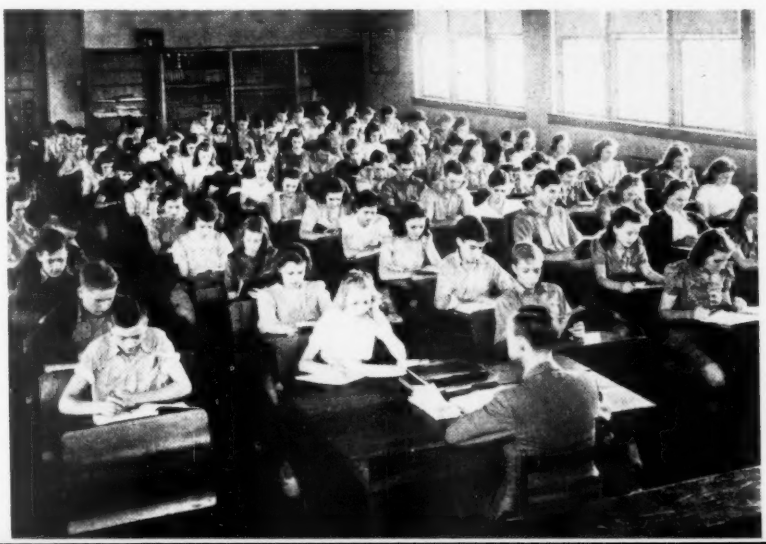
Requirements added in recent months accounted for 1,700, or 45 percent, of the over-the-year rise of 3,800 in job openings for skilled workers. Some 1,000 of the openings added in the second quarter of 1965 were in the manufacture of transportation equipment, particularly for aircraft and shipbuilding workers. Newly listed were some 400 job openings for aircraft assembly workers in Los Angeles-Long Beach, airplane mechanics for overhaul and inspection in Fort Worth, and electrical inspectors in Atlanta.

In shipbuilding and repair, added needs were even more widespread, both occupationally and geographically. More machinists, welders, electricians, and pipefitters were needed by shipyards in Lorain-Elyria (Ohio), Mobile (Ala.), New London (Conn.), Newport News (Va.), and Pascagoula (Miss.). Requirements rose, also, in Federal shipyards in Bremerton (Wash.) and San Francisco.

Hard-to-fill demand for lesser skilled workers was also concentrated in durables manufacture. Among semiskilled workers, geographically widespread needs for machine shop workers were reported in the manufacture of motor vehicles, nonelectrical machinery, and shipbuilding and repair. Heightened interarea recruitment for some types of laborers also underlined growing local manpower stringencies. Primary metals accounted for over half of the nearly 700 locally hard-to-fill openings for laborers, as steel plants in Allentown-Bethlehem-Easton (Pa.) and Gary-Hammond (Ind.) sought out-of-area workers.

Still further evidence that the Nation's continuing economic expansion was leading to heightened manpower stringencies was the tightening of the job market for engineers, engineering technicians, programers, and draftsmen apparent since the closing months of 1964. Though still well below the peak reached during the

Teachers were being recruited for both overseas and domestic openings.



Inventory of Nonagricultural Job Openings in Interarea Recruitment by State and Occupational Groups [1] June 1965

State	Total	Professional and managerial	Clerical and sales	Service	Skilled	Semiskilled
United States	30,856	14,399	2,466	1,970	8,893	2,434
Ala	344	148	0	0	176	20
Alaska	122	75	10	5	17	10
Ariz	802	387	28	143	144	100
Ark	65	45	3	2	15	0
Calif	2,381	1,340	35	45	719	242
Colo	253	165	1	13	38	6
Conn	150	149	1	0	0	0
Del	1,412	415	25	17	916	39
D.C.	3,546	2,902	498	115	25	6
Fla	661	381	22	105	125	28
Ga	240	49	55	4	126	6
Hawaii	6	3	0	2	1	0
Idaho	23	16	2	3	2	0
Ill	2,417	901	193	210	720	313
Ind	734	176	8	4	234	87
Iowa	580	283	112	25	152	8
Kansas	115	62	0	10	35	7
Ky	95	40	25	20	10	0
La	173	74	5	0	72	2
Maine	77	8	1	6	62	0
Md	160	65	1	14	54	26
Mass	1,333	495	27	69	496	200
Mich	954	88	44	87	620	115
Minn	938	164	401	102	153	78
Miss	749	138	201	1	292	117
Mo	857	389	101	200	107	49
Mont	132	13	4	30	65	10
Nebr	143	36	1	14	49	33
Nev	151	51	27	70	2	0
N.H.	188	41	1	2	115	29
N.J.	732	410	8	37	184	93
N. Mex	189	51	1	0	137	0
N.Y.	1,152	780	1	81	240	50
N.C.	629	149	256	17	162	45
N. Dak	175	23	15	20	117	0
Ohio	1,443	433	37	5	849	119
Okla	213	68	5	1	128	11
Oreg	88	40	5	10	22	6
Pa.	1,352	903	10	49	216	54
R.I.	362	13	22	5	166	136
S.C.	41	1	0	0	39	1
S. Dak	66	40	9	8	9	0
Tenn	15	4	0	1	8	2
Tex.	250	51	0	5	194	0
Utah	118	89	7	3	19	0
Vt.	222	91	10	21	60	10
Va	739	149	78	147	232	133
Wash	2,275	1,746	130	16	353	30
W. Va	29	18	1	1	9	0
Wis.	918	222	26	221	201	208
Wyo	47	19	13	4	6	5

[1] Job openings for unskilled workers totaled 694 and were distributed as follows: Alaska 5, Colorado 30, Illinois 80, Indiana 225, Kansas 1, Louisiana 20, Massachusetts 46, Minnesota 40, Missouri 11, Montana 10, Nebraska 10, Nevada 1, Oregon 5, Pennsylvania 120, Rhode Island 20, Vermont 30, and Wisconsin 40.

aerospace and missiles buildup in mid-1962, hard-to-fill openings for engineers in June 1965 totaled nearly 2,800. This added demand occurred in each major engineering specialty. Prominent among the major areas involved in the search for engineers were: St. Louis, Seattle, San Jose (Calif.), Cocoa (Fla.), and Newark. Needs of largest magnitude appeared to be concentrated in aerospace, ordnance, and Federal installations.

The upturn was greatest in hard-to-fill needs for electrical engineers, for whom interarea recruitment rose by over one-third from June 1964; most of the increase occurred in recent months. Ordnance manufacturers accounted for more than half the new job openings for electrical and electronics engineers, with other added needs in Federal facilities and in aerospace.

Other major increases from last June in locally hard-to-fill engineering requirements, in order of magnitude, were for mechanical, aeronautical, and civil engineers. Although overall levels of job openings were little changed in recent months in these specialties, there was some shift industrially, as needs in ordnance and shipbuilding rose.

Most of the over-the-year increase of 3,500 openings for professional workers resulted from an administrative change in connection with the recruitment of teachers for overseas installations and from seasonal needs. Because of last year's difficulty in filling the more than 2,000 positions for teachers to serve in various Federal installations abroad, the recruitment period was extended this year. In addition, seasonal needs for teachers for the coming school year and for camp counselors and a limited number of trained nurses to staff recreational facilities were placed in interarea recruitment in recent months. Three States, Pennsylvania, Massachusetts, and Illinois, accounted for three-fifths of the 1,900 openings for social and welfare workers, with needs for counselors and recreation leaders in camps in the Honesdale (Pa.), Boston, and Chicago areas.

A continued high level of demand for professional and semiprofessional health workers was again evident this June. Openings for trained nurses exceeded 1,000 for the first time since last June. While total needs for professional nurses still showed the effects of the conclusion of large-scale recruitment for State hospitals in California last year, new openings were added in recent months for recreation camps in Newark (N.J.), a State hospital in Long Branch (N.J.), and private hospitals in San Diego and San Jose. Seasonal needs for trained nurses in recreation camps carried over from the previous quarter were in Honesdale (Pa.) and Chicago; the bulk of orders represented long-standing needs in private and State hospitals in California, Colorado, Illinois, Minnesota, New Jersey, Pennsylvania, and Washington.

Although needs for licensed practical nurses were off somewhat, substantial new orders were reported for State institutions in Vicksburg (Miss.) and private health facilities in San Diego. Carried over were other large needs in Arizona, California, and Illinois. Needs for medical technicians were unchanged and continued to dominate laboratory technician requirements. Medical caseworkers, including psychiatric social workers, accounted

Nonagricultural Job Openings on State Interarea Recruitment Inventories by Selected Occupational Fields

Occupation	Number of openings			Percent change from:	
	June 1965	March 1965	June 1964	March 1965	June 1964
Total	30,856	25,352	20,851	+21.7	+48.0
Professional and managerial	14,399	12,889	10,895	+11.7	+32.2
Engineers	2,792	2,560	1,964	+9.1	+42.2
Social and welfare workers	1,904	1,567	1,839	+21.5	+3.5
Teachers	3,891	2,919	1,876	+33.3	+107.4
Trained nurses	1,074	956	1,352	+12.3	−20.6
Draftsmen and technicians, engineering and physical sciences	1,115	1,278	621	−12.8	+79.5
Healers and medical service occupations, n.e.c	487	530	649	−8.1	−25.0
Clerical and sales	2,466	1,785	1,851	+38.2	+33.2
Stenographers and typists	1,068	816	968	+30.9	+10.3
Service	1,970	1,601	1,106	+23.0	+78.1
Attendants, hospitals, and other institutions, n.e.c	555	516	112	+7.6	+395.5
Policemen and detectives, public service	494	462	228	+6.9	+116.7
Skilled	8,893	7,151	5,102	+24.4	+74.3
Metal workers	4,647	3,833	2,667	+21.2	+74.2
Electricians	548	307	191	+78.5	+186.9
Plumbers, gasfitters, and steam fitters	511	393	111	+30.0	+360.4
Mechanics and repairmen	1,225	1,284	744	−4.6	+64.7
Semiskilled	2,434	1,628	1,434	+49.5	+69.7
Textile workers	669	552	623	+21.2	+7.4
Metal workers	1,042	541	300	+92.6	+247.3

n.e.c.—Not elsewhere classified.

Source: U.S. Employment Service and affiliated State Employment Services.

for a large part of the need for over 500 social and welfare case workers.

Increased needs for health workers and policemen led the sizable over-the-year rise in service worker job openings. The search for orderlies, nurse aides, and ward attendants underway in 7 States a year ago was extended to 16 States this June, with a five-fold increase in job openings to 560.

Openings for large numbers of attendants in State hospitals in Virginia and in private institutions in Phoenix have been in interarea recruitment for the entire year. Openings in Poughkeepsie (N.Y.) and Madison (Wis.) first listed early this year for attendants to assist in the care and treatment of mentally defective patients remained unfilled.

Openings for policemen also represented long-standing local strigencies. Recruitment was underway for patrolmen in the District of Columbia, Detroit, St. Louis, Flint (Mich.), and Los Angeles in June.

Interarea recruitment for clerical and sales workers followed the general uptrend. Most of the over-the-year increase of 600 openings occurred in the second quarter of 1965. The major factor was the increased demand for stenographers, typists, and telephone operators. While business service firms in Mississippi and various industries in Minneapolis-St. Paul increased their requirements for stenographers and typists, the telephone communications industry in Greensboro (N.C.) sought operators. Continuing at a level little changed from a year ago, requirements for stenographers and typists for Federal facilities both abroad and in the District of Columbia remained substantial.

Out-of-area placements in nonagricultural jobs totaled 37,000 during the 3-month period March-May 1965, a rise of 5,000 from the previous 3 months and of 1,800 from the same period a year ago.

Over half the placements were made in four States: California (9,900), New York (3,960), Maryland (3,820), and Texas (2,480). Five other States each reported nonagricultural placements of 1,000 or more: Michigan (2,300), Pennsylvania (2,190), Illinois (1,190), Massachusetts (1,020), and New Jersey (1,000).

Youth Placements Up 7 Percent in Fiscal 1965

VINCENT F. GEGAN

The public Employment Service made 6,329,700 placements in nonfarm jobs in the fiscal year ending June 30, 1965. All of the 1.9 percent decline from fiscal 1964 occurred in the first half of the fiscal year, and was followed by a small gain in the second half over the year before. Despite the overall decrease, 21 States reported over-the-year gains in placements, including such large States as Indiana, Michigan, New Jersey, Ohio, Pennsylvania, and Texas. Further, youth placements rose 7.2 percent from fiscal 1964, with placements of young men showing an even greater increase—11.5 percent.

In 1965, as in 1964, diversion of trained staff from regular placement and related operations to activities in connection with the Selective Service Rehabilitant program, the Job Corps, the Neighborhood Youth Corps, and the Youth Opportunity Centers, as well as to the training of new staff to carry out the new responsibilities, had some adverse effect on placement totals.

Openings received in local offices increased over fiscal 1964, but unfilled openings and job cancellations in every month of fiscal 1965 were higher than in the earlier year. A special survey conducted early in fiscal 1965 confirmed that more than half of all openings pending for 15 days or longer lacked qualified applicants for whom placements could be made. Two-thirds of the professional openings were pending for 15 days or more. The continuing economic expansion and the decline in unemployment, especially among the better educated and skilled, reduced the number and quality of applicants in Employment Service offices. Despite the tightened job market situation, employer job specifications for many of their higher skilled and professional openings continued to be rather rigid.

Over-the-year gains were posted in two occupational groups in fiscal year 1965. In semiskilled jobs, the 884,700 placements represented an increase of 2.5 percent and, at 255,100, professional placements rose 2.4 percent. The other four major occupational groups registered declines. Among industry divisions, placements in government gained 26.6 percent over fiscal 1964, influenced largely by the results of the President's "Youth Opportunity Campaign." The 1,423,500 placements in manufacturing represented a 1.5 percent increase, with the gain concentrated in the durable goods sector, up 7.3 percent over-the-year in automobiles, machinery, and steel. In public utilities, placements rose 0.9 percent over-the-year to 227,900. Jobs filled in the remaining major industry divisions declined.

In the 56 Standard Metropolitan Statistical Areas (SMSA's), fiscal 1965 nonfarm placements totaled 3,124,500, down 1.6 percent from the previous year. Their 5.1-percent gain in professional placements, however, was more than double the na-

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas [2] by Occupation and Industry, June 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	609,700	+6.6	292,800	+6.4	100.0	100.0
Occupation:						
Professional and managerial	24,800	+11.9	17,200	+15.5	4.1	5.9
Clerical and sales	85,900	+5.4	44,500	+3.9	14.1	15.2
Service	194,100	-1.4	103,400	-0.8	31.8	35.3
Skilled	29,700	-6.7	14,200	-3.7	4.9	4.8
Semiskilled	88,600	+16.2	36,900	+15.7	14.5	12.6
Unskilled and other	186,600	+14.0	76,600	+14.9	30.6	26.2
Industry:						
Construction	41,100	-4.5	13,900	-1.5	6.7	4.8
Manufacturing	133,700	+12.3	59,900	+14.5	21.9	20.5
Durable goods	67,500	+18.7	32,900	+2.9	11.1	11.2
Nondurable goods	66,200	+6.6	26,900	+33.0	10.9	9.2
Public utilities	22,500	-7.0	9,400	-7.7	3.7	3.2
Trade	124,000	-2.6	59,800	-2.0	20.3	20.4
Services	226,700	-0.3	126,000	+0.8	37.2	43.0
Nonhousehold	104,700	+4.0	59,200	+5.7	17.2	20.2
Household	122,000	-3.7	66,800	-3.1	20.0	22.8
Government	46,300	+167.4	16,500	+150.9	7.6	5.6
Other	15,300	+10.4	7,300	+20.4	2.5	2.5

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Beginning with the February 1965 report, data for the major SMSA's are for 56 areas with a 1960 population of 500,000 or more, and reflect the 1964 revisions made by the Bureau of the Budget in the definition of some of these areas.
[3] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Vincent F. Gegan is in the Branch of Employment Service Operations Research, U.S. Employment Service.

Nonfarm Placements in the United States[1] and in 56 Largest Metropolitan Areas[2] by Occupation and Industry, Fiscal Year 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total[3]	6,329,700	−1.9	3,124,500	−1.6	100.0	100.0
Occupation:						
Professional and managerial	255,100	+2.4	190,000	+5.1	4.0	6.1
Clerical and sales	959,900	−3.5	518,900	−1.0	15.2	16.6
Service	2,031,500	−3.0	1,101,800	−2.6	32.1	35.3
Skilled	321,300	−10.4	153,600	−10.3	5.1	4.9
Semiskilled	884,700	+2.5	391,700	+2.8	14.0	12.5
Unskilled and other	1,877,200	−0.9	768,500	−2.4	29.7	24.6
Industry:						
Construction	435,000	−5.5	138,300	−6.9	6.9	4.4
Manufacturing	1,423,500	+1.5	648,500	+3.6	22.5	20.8
Durable goods	696,100	+7.3	329,200	+2.5	11.0	10.5
Nondurable goods	727,400	−3.6	319,400	+4.7	11.5	10.2
Public utilities	227,900	+0.9	991,100	−0.1	3.6	2.9
Trade	1,447,100	−5.0	715,200	−3.5	22.9	22.9
Services	2,377,900	−4.3	1,352,700	−4.9	37.6	43.3
Nonhousehold	1,068,600	−5.2	623,400	−6.6	16.9	20.0
Household	1,309,300	−3.6	729,300	−3.3	20.7	23.3
Government	255,200	+26.6	109,100	+38.6	4.0	3.5
Other	163,100	+5.5	69,500	+2.5	2.6	2.2

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Beginning with the January 1965 report, data for the major SMSA's are for the 56 areas with a 1960 population of 500,000 or more and reflect the 1964 revisions made by the Bureau of the Budget in the definition of some of these areas.
[3] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

tional increase in this group. Placements in semiskilled jobs advanced 2.8 percent, but in the other occupational groups, as occurred nationally, placements declined. Among industry groups in the 56 major areas, increases in placements in government and manufacturing—38.6 percent and 3.6 percent—were larger than the national gains. In manufacturing, the nondurable goods sector accounted for the larger part of the gain, whereas nationally this sector declined. Placements in the remaining industry divisions dropped.

Farm placements totaled 6,047,100 in fiscal 1965, down 15.1 percent from a year earlier. For the third consecutive year and for some years past, farm employment has shown a downward trend. Primarily contributing to these declines are increased mechanization in cultivation and harvesting, as well as growing use of chemicals in crop cultivation.

Little Change in Applications

New applications for work filed in local offices in fiscal 1965, at 10,944,300, were just slightly higher than a year ago (0.2 percent). Nearly two-fifths (4,102,800) of the new job applicants were youths, 453,100, or 12.4 percent, more than in the year earlier. Over half of the increase in youth applicants (245,900) occurred in June, the last month of the fiscal year, largely as the result of the wide publicity given to the President's "Youth Opportunity Campaign." Youths under age 22 in the labor force averaged nearly 8.6 million in the January–June 1965 period, according to the Monthly Report of the Labor Force. Of the total, 1,248,000, or 14.6 percent, were unemployed compared with 15.8 percent unemployed in the year-earlier period. The youth labor force was 2.7 percent larger than in the corresponding 1964 period, but the unemployed segment was 5.4 percent smaller.

In contrast to the increase in new applications of youth, new job applications filed in Employment Service local offices declined 5 percent in the 22 to 44 year age group and 8.8 percent in the age 45 and over category. Unemployment among persons 45 years and older dropped 8.5 percent from a year ago, nearly the same as new applications. Unemployment in the 22–44 year age group also was lower than a year ago, according to data presently available.

Counseling and Testing Up Over Year Ago

Some 1,247,400 persons were given 2,114,500 counseling interviews in fiscal year 1965, a 4.9 percent rise in individuals and a 5.3 percent increase in the number of interviews. Because of their relative work inexperience, a larger proportion of youth applicants require counseling than do other age groups. Some 748,000 young people under age 22, about a fifth of young new applicants, were counseled in fiscal 1965, 8.3 percent more than in 1964. These youths represented three-fifths of all individuals counseled. Of new applicants in the age 22 to 44 group, only 1 in 13 was counseled, and, in the age 45 and over group, 1 in 15. The growth of the manpower training programs is reflected in the number of trainees counseled under MDTA and ARA in fiscal 1965—179,500, or nearly double the 1964 volume. About one out of every seven individuals counseled in local offices in fiscal 1965 was an MDTA or ARA trainee.

Individuals tested in fiscal 1965 totaled 2,481,900, 6.2 percent more than in the previous year. Specific aptitude tests (measuring potential skills in specific occupations) were given to 1,060,500 persons, up 14.3 percent over the year. General aptitude tests (measuring potential skills in broad occupational groups and pri-

One of the varied job openings in which the Employment Service was able to place young workers.

marily reflecting activity of the cooperative high school program) were given to 793,000 individuals, up 4.1 percent. Proficiency tests (measuring skills acquired in an occupation) were administered to 628,400 individuals, down 3.1 percent. Testing of trainees under MDTA or ARA increased 51 percent over the year to a fiscal 1965 total of 235,600, representing 9.5 percent of all individuals tested in local offices.

June Placements Set 12-Year Record for Month

June placements in nonfarm jobs, at 609,700, were up 6.4 percent over the month (about seasonal) and 6.6 percent over the year and the highest for June since 1953. Spurred by the President's "Youth Opportunity Campaign," youth placements soared to 219,500 in June, up 58 percent from the previous month and 25.7 percent from a year ago.

In June, all occupational groups recorded over-the-month placement gains. Clerical-sales, at 85,900, showed the largest increase—21.9 percent—followed closely by an 18.1-percent gain in professional placements to 24,800. Over the year, the increases of 11.9 percent in professional and 5.4 percent in clerical-sales placements were topped by increases in placements of 16.2 percent in semiskilled and 14 percent in unskilled jobs.

All industry divisions except construction and trade registered over-the-month placement gains in June, with the largest, 148.4 percent, in Federal and State Government installations. The President's "Youth Opportunity Campaign" was also the reason for the phenomenal over-the-year increase of 167.4 percent in Government placements. Manufacturing placements, at 133,700 in June, were up 12.3 percent from a year ago, with the durable goods sector advancing even more—18.7 percent—as employers in the booming automobile, steel, and other hard goods industries increased hiring through the Employment Service.

In the 56 largest SMSA's, June placements totaled 292,800, up 5.8 percent from May and 6.4 percent from June 1964. Except for a few minor variations, the over-the-month and over-the-year occupational and industry changes in the 56 areas paralleled the national changes.

Services to Handicapped in Fiscal 1965

Even before the Wagner-Peyser Act established the Employment Service, a pioneer study by the Minnesota Employment Service in 1931–33 demonstrated that handicapped workers could perform as well as other workers when placed in jobs where the physical demands were carefully matched to their physical capacities. As a result, the Employment Service gradually developed a program for handicapped persons which became known as "selective placement." Special services to the handicapped, including counseling and job development, are authorized by the Wagner-Peyser Act of 1933, Public Law No. 16 of 1943 (providing for help to disabled and rehabilitated veterans), and Public Law No. 565 of 1954 (providing for referral by State rehabilitation agencies of handicapped workers to the Employment Service).

In fiscal year 1965, handicapped applicants in local offices of the Employment Service totaled 451,300, down slightly (0.3 percent) from the preceding year. In each fiscal year, handicapped workers constituted about 4 percent of all new applicants. About two-thirds of the handicapped applicants were under age 45. Of the 342,600 handicapped male applicants in fiscal 1965, some 126,500 were veterans.

Reflecting their greater need for special services, 34.5 percent of the handicapped applicants received job counseling, compared with 11.4 percent among all applicants at local offices.

Placements of handicapped workers in fiscal 1965 totaled 278,200, down 3,700 from the previous year. Some 215,400 of the 1965 placements were made among men, of whom nearly half (99,200) were handicapped veterans.

Campus-to-Farm—Recruiting in Colleges

EDWARD W. JAY
and JO ANN HOFFMAN

With enrollment approaching 5 million in our Nation's institutions of higher learning, the Farm Labor Service set out in 1964 to determine whether college students would be available for summer farm jobs. Because the pilot program was a success, its efforts to interest college-age youth in summer agricultural work were expanded in 1965. From slightly more than a hundred in 1964, several thousand seasonal jobs were filled by students in 1965, as a result of cooperation between universities and State employment security agencies, coordinated by the national and regional staff of the Bureau of Employment Security.

Youth in agriculture is an old story. College youth have been filling seasonal farm jobs during summer vacations for many years but, prior to 1964, recruitment efforts had been scattered and uncoordinated. Beginning last year and continuing into 1965, the Farm Labor Service contacted colleges to determine the number of students interested in summer farm jobs. Over 300 colleges and universities were polled, and a favorable response was received from better than 50 percent, indicating the interest of as many as 5,000 college students scattered over 14 States. This information was communicated to all labor demand areas and preseason work commitments were obtained.

Preliminary reports indicate that placements of college youth will exceed preseason estimates. There are several reasons for this. Intensive screening by State Employment Service agencies resulted in referral of qualified students seriously interested in work. In general, growers are offering students better-than-average jobs and providing ideal working conditions. For example, improved housing in one area of Pennsylvania can be attributed directly to the College Youth Recruitment Program.

By June 30, nearly 2,500 college men had been placed in farm jobs across the Nation, primarily in harvesting activities. Of these, 1,000 were employed in California. There were 118 colleges (70 in California and 48 in other States) working in conjunction with the California State agency to match these students with summer jobs. Twenty-nine growers and associations made jobs available, chiefly in citrus, but also in melons, strawberries, onions, and miscellaneous vegetables. Some piece-rates were designed to produce earnings averaging as high as $1.80 an hour. The California agency also estimated an additional 1,500 college students were available and would obtain jobs on farms before the end of the summer. Tomatoes, peaches, and melons offered the best opportunities for employment of these workers.

California's active youth recruitment program resulted in 25,500 agricultural placements in 1964 and shows every sign of exceeding that number this year, having topped 16,700 through June.

Other States where accomplishments have been dramatically ex-

Richard Brooks (left), Lake Charles, La., local office manager, and Falvie Anderson (third from left), Farm Placement Operations analyst with the Louisiana agency, discuss job conditions with students from McNeese College of Lake Charles. Arizona's melon harvest afforded employment to 118 of the students from this college.

Edward W. Jay and Jo Ann Hoffman are employed this summer in the Office of Farm Labor Service. Mr. Jay, of Boston, is a student at Harvard, and Miss Hoffman, of Chevy Chase, Md., attends Monmouth College in West Long Branch, N.J.

College students prepare to board a bus which will take them to the community where they will work under the program for college youth in agriculture.

panded include Arizona, Connecticut, Illinois, Michigan, and Wisconsin.

Connecticut, one of the States participating in the 1964 pilot program, made employment in shade tobacco available to 33 students from a Tennessee college last year. This year, the number is up to 400, some from the same school in Tennessee, others from colleges in Mississippi and Georgia. Wage rates over the year have risen from $1.15 to $1.40 an hour in 1965, as a result of the criteria established by the Secretary of Labor governing use of foreign seasonal agricultural workers. (Some British West Indian workers are employed in shade tobacco activities in Connecticut and Massachusetts, but their number is declining.)

Youth are a vital part of the work force in Connecticut's shade tobacco preharvest and harvest activities. More than 3,300 boys and girls found summer jobs there in 1964. As good supervision is available and housing and working conditions are reported excellent, all signs are that the college youth recruitment program will serve to expand Connecticut's overall youth employment this year and next.

In Arizona, despite preseason concern by growers and recruiters about intense heat in the fields and the strenuous demands of the work, 300 Arizona and Louisiana students are reportedly doing well in the melon harvest. Top wages are $1.40 an hour plus 15 cents per crate, and an end-of-season bonus of 10 cents per crate for those workers remaining the entire season.

While the potential appears excellent in other States, results have not yet been tabulated. Illinois hopes to place at least 1,000 college students in the harvest of peas and sweet corn. Wisconsin's vegetable harvesting and processing should afford employment to some 500 college youth. Michigan's pickle harvest is also expected to absorb some of the students.

The College Student Recruitment Program has proved of value for both student and farmer. Since agricultural labor needs reach peak during the summer in many areas, availability of youth will assist in offsetting potential labor shortages brought about by termination of the supplementary foreign agricultural worker program under Public Law 78. But perhaps more important is the effect that the availability of agricultural employment will have upon the students themselves. Some students depend on summer jobs in order to return to school in the fall. Some obtain their initial work experience on a farm job which requires only manual skills. Others are afforded the opportunity to do something useful with their free time for which they are adequately paid.

Vocational Training in England

(*Continued from page 25*)

Council. Sometimes the Disablement Resettlement Officer provides a liaison, since many who complete the courses continue into Ministry of Labour programs.

All available evidence indicates that the central government in England assumes an important role in the vocational training of the handicapped person, and that this role is steadily increasing in scope. At the same time, the intimate cooperation with voluntary organizations is characteristic in this area as in all other types of services in England and Wales. Obviously the government recognizes the value of voluntary provisions, and encourages the experimentation which is sometimes more readily undertaken in a privately sponsored program than in a government project. Many examples of such experimentation could be given, such as the Industrial Therapy Organisation of Britol, which has developed a program for giving vocational training and experience to mentally ill hospital patients, enabling many of them to find employment in the open labor market. However, important innovations do also occur in publicly sponsored facilities such as the Monyhill Hospital in Birmingham, where Dr. Herbert C. Gunzburg, a consulting psychologist, has developed an "Educational First Aid" program to make possible the social rehabilitation of the severely retarded as a basis for employability in the community.

The English pattern of organization of services at the national level, characterized by close cooperation with private agencies, is well worth careful study by the American agencies concerned with the vocational training of the handicapped.

UI 30th ANNIVERSARY

The August issue of the *Unemployment Insurance Review* is a commemorative issue devoted to the 30th anniversary of the establishment of the Federal-State Unemployment Insurance program. Special articles appraise developments in the UI program and its role in the economy and manpower programs.

USES MAILBAG

More and Better Information, Please!

In his thought-provoking article, "Occupational Change and the Employment Counselor" (*Employment Service Review,* July 1964), USES Director Louis Levine states that: "Employment counselors must consciously and deliberately think in terms of change. They must think in terms of long-range projections and must adopt an attitude of anticipation of and preparation for change. They must think 'future' and keep abreast of information on new and expanding job fields, or they will be counseling for a world of work that no longer exists."

I would inject a question: "How are they to keep abreast of such information?"

Recognizing the complexities involved in arriving at a career choice, it seems to me there are two large and crucial gaps which must be filled before the guidance objectives outlined in the article can be achieved on the firing line with a degree of precision for the *average* counselee.

GAP 1: The present volume of occupational information covered in various standard reference publications, is not sufficiently comprehensive, fully current, or properly indexed.

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

All the present assortment of miscellaneous occupational information material should be restructured into loose-leaf binders, and the gathering and substitution of vastly expanded new and updated material should become a continuous activity at both the Bureau and local office levels.

GAP 2: Most employment counselors, I believe, spend the great bulk of their time with average applicants, whose problems mainly are of occupational or career choice. These counselees, regardless of age or prior work experience, must be classified during the counseling process according to their interests, personal traits, aptitudes, educational achievement, and socio-economic factors. Our counselors must therefore use Part IV, *Dictionary of Occupational Titles* coding structure for classification purposes.

In attempting to relate the counselee's potentials to the spectrum of his occuptional possibilities, however, the counselor comes face-to-face with an awkward, frustrating, time-consuming, and self-defeating situation. Available publications group the information alphabetically and/or according to our Part I, DOT coding structure, which was intended for classifying fully qualified workers only. The counselor may consequently be required to thumb through pages in 25 or more different places to obtain information about occupations pertinent to a given counselee's set of interests, traits, and aptitudes.

Thanks to research done by the Bureau of Employment Security, our counselors have a valuable set of tools, such as GATB, SATB, and other tests, and interviewing and classification techniques to assist them in doing a workmanlike job of analyzing the counselee's occupational potentials. Relating those potentials to all the possibilities is where our action gets stymied. Study and researching among occupational information materials pertinent to his individual aptitude patterns could also be the means of inspiring ambition and self-motivation in many counselees. Spoon-feeding information verbally does not give the counselee's mind something really to focus upon and arouse his imagination.

Our local Junior College has started a "Career Corner" in its library; most of the occupational material was grouped under 68 Part IV indexes, with technical assistance from our staff. The college reports that the "Career Corner" is becoming the most active section of its entire library.

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The Editor invites comments from other offices on Manager Hill's suggestions or describing methods devised for dealing with the problems discussed.

Serving Mentally Retarded

(Continued from page 12)

dish washer, stock boy, fry cook, mechanic helper, and wrapper.

These impressive results demonstrate the effectiveness of a position in an office specifically for serving the handicapped. It also demonstrates the worth of cooperation among Vocational Rehabilitation, the Employment Service, and employers in assisting the mentally retarded to become self-sustaining citizens. Of course, there are problems in developing a full-service program. Employment counseling needs of the retarded are being studied to improve this phase of service. The use of the GATB needs study to determine benefits which could be derived from use of nonreading tests to measure the aptitudes of the retarded.

The Alexandria project also demonstrates that the Employment Service can play a definite and positive role in serving the mentally retarded. A full range of service, individual attention, and coordination are required to do a good job. Selective placement, with a full-time Selective Placement Specialist, is the key to effective service.

(Continued from page 39)

The ICS counts more than 7 million students from all parts of the world who have enrolled for special courses.

Scranton's leaders and citizens also point, as an added attraction, to their long established and expanding educational institutions, their fine public school system, and their highly rated institutions of higher learning—the University of Scranton, Marywood College, Keystone Junior College, Lackawanna Junior College, and Penn State Extension Center.

New Highway System Helps

There are many outward signs pointing to Scranton's renaissance as a growing economic center. The rapidly expanding network of new interstate highways radiating from the Scranton area, coupled with improvements in the State highway system, will soon make Scranton the eastern hub of a vast highway system and give it obvious advantages as a manufacturing and distribution center. Scranton's importance as a distribution center is based on the fact that over 50 million people live within a 250-mile radius of the city. Modern highways will bring this entire area only a few hours from Scranton.

The modern highway system in and around Scranton has also opened the vast areas of northeastern Pennsylvania to tourists and vacationers, as the time and distance to the popular Pocono Mountain resorts have been shortened considerably.

Improving business activities of the Scranton area closely parallel its improved physical appearance. When the 12 major urban renewal projects now in process are completed, the new Scranton look will become a reality. The dynamic force behind Scranton's revitalization is the Scranton Redevelopment Authority program representing over $100 million in improvements. Through this program, blight is being eliminated: obsolete roads are being replaced with modern boulevards: new high tax revenue-producing structures are being added in the form of modern office buildings; commercial and industrial plazas and new housing accommodations, with specific provisions for housing the elderly, are being constructed. All these improvements add up to the "New Scranton Look."

Community leaders, inspired by their many successes to date, are pushing on. They are already planning the Scranton of the Future—additional parks, new industrial sites, vast public recreational areas, several new shopping centers, a dozen housing projects, restoration of historical sites, and the construction of five new motels in and around Scranton.

Scranton now offers its citizenry a modern community in which to live, with diversified industries, cultural advantages, and a friendly spirit. Many residents who had left the community are now returning to live with their former neighbors. All in all, management, unions, workers, and government have joined forces in making Scranton a friendly, progressive city, listed among the 100 top industrial markets in the United States.

1945–1965

NEPH Week Is 20 Years Old

Anniversaries have a way of forcing a backward glance at the original event and an evaluative look at the accomplishments spanning the intervening years. When the Congress authorized the first NEPH Week in 1945 as a promotional activity intended to stimulate public awareness of the abilities of handicapped workers, it was recognized that prejudices would not melt in a matter of just a few years.

It is interesting to speculate, after 20 years, how much of a thaw has occurred. Prejudices, when left unopposed, can build up more hidden deposits than an iceberg. Employer prejudice against the handicapped has faced a continued onslaught of convincing testimony during the past 2 decades that has chipped away slowly but surely at its deepest foundation. Most incisive has been the chisel wielded by the handicapped themselves, whose performance and skill on the job have carved their own reputations as competent and often outstanding workers.

The observance of NEPH Week each year is intended to create a climate of acceptance for the handicapped. Although the results through the years cannot be summed up neatly—public attitudes usually defy quantitative measurement—it can be stated that the climate today is far more settled. The handicapped worker takes his place in the manpower structure of today's economy as a dependable and proficient worker.

The poster chosen for this year's 20th anniversary observance of NEPH Week illustrates the achievements of handicapped workers in submerging their disabilities while accenting their abilities. It portrays the real reason for the successful placement of several million handicapped applicants during the past 20 years by the Employment Service.

The 1965 Hire the Handicapped Poster was painted by Stevan Dohanos of Westport, Conn., one of America's top illustrators. A realistic and recognized interpreter of the American scene, his paintings can be found in the permanent art collections of more than a dozen museums. He has had more than 125 covers appear on the SATURDAY EVENING POST, and has designed five stamps for the U.S. Post Office Department. The poster art is a contribution of Albert Dorne, President of The Famous Artists Schools, who is a member of The President's Committee on Employment of the Handicapped.

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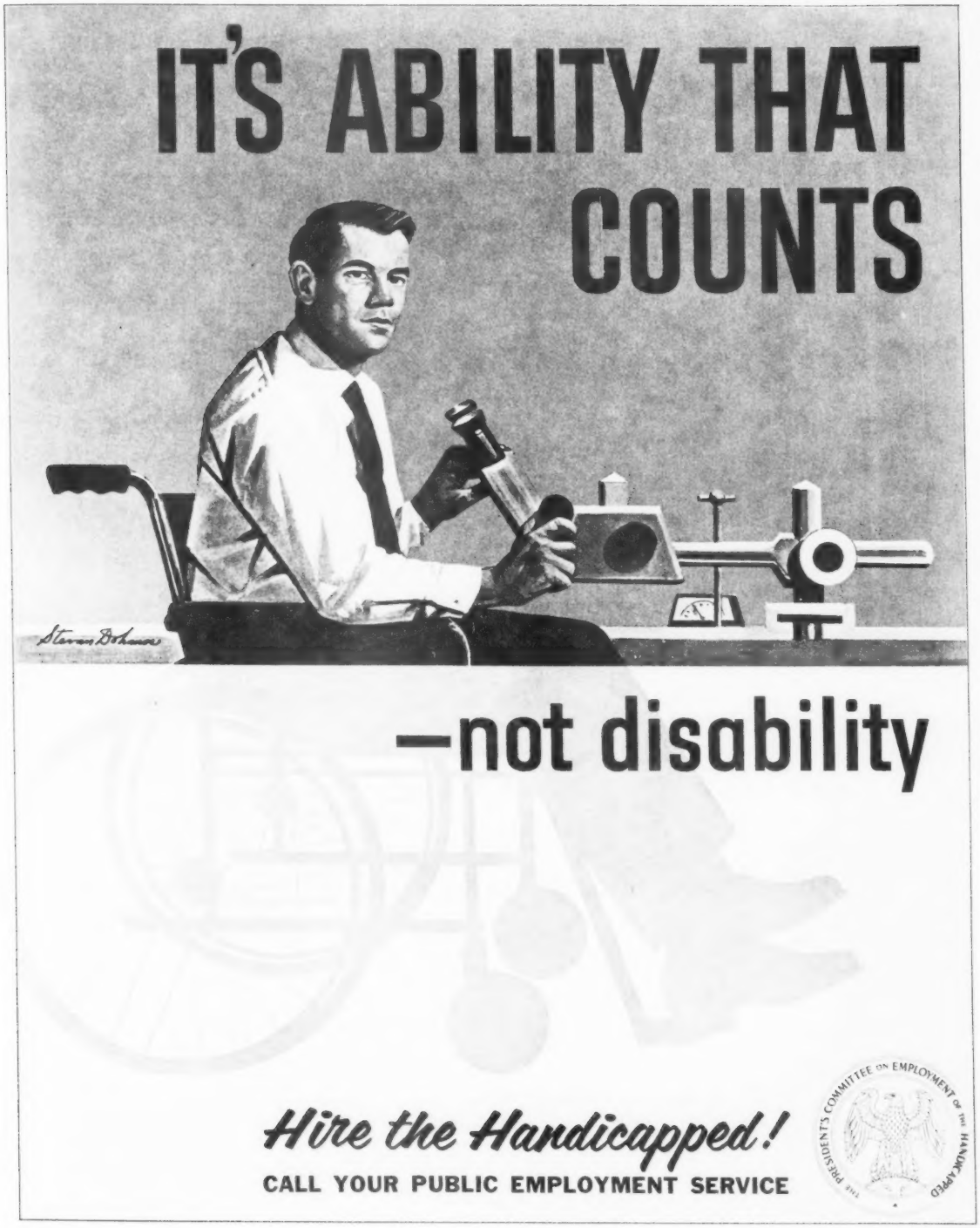
IT'S ABILITY THAT COUNTS
—not disability
Hire the Handicapped!
CALL YOUR PUBLIC EMPLOYMENT SERVICE
THE PRESIDENT'S COMMITTEE ON EMPLOYMENT OF THE HANDICAPPED

Official 1965 NEPH Week poster.

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